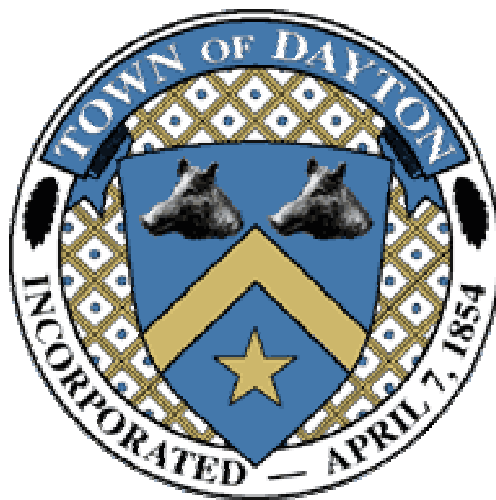


TOWN OF DAYTON, MAINE

2004 COMPREHENSIVE PLAN

**Date:
October 2004**



Prepared by Dayton Comprehensive Planning Committee

With Assistance From

Southern Maine Regional Planning Commission

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Versel of the Southern Maine Regional Planning Commission, the Town's planning consultant. Thanks also go to the Board of Selectmen, whose support was crucial to the plan's completion, and to the dozens of citizens who came to the public hearings throughout the planning process.

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Chapter 1 – Introduction

PURPOSE

The Dayton Comprehensive Plan is a guide for managing all aspects of the town in the years to come. Its contents are based upon a balance of three factors: the needs and aspirations of the Town's citizens, information regarding past trends in the town, and the desire to mesh with the goals of other regional and statewide planning efforts.

This plan is intended to fulfill the requirements of the Maine Growth Management Act as expressed in Title 30-A §4324 of the Maine Revised Statutes Annotated (MRSA). Pursuant to this statute, this plan provides: (1) the basis for zoning and other land use ordinances; (2) the basis for town-wide capital improvements planning and budgeting; (3) the basis for detailed plans for housing, historic preservation, village center development, open space, recreation, transportation, town facilities and other public facilities and services in Dayton.

GEOGRAPHIC SETTING AND COMMUNITY CHARACTER

The Town of Dayton encompasses 18.5 square miles and is located on the west side of the Saco River immediately north of Biddeford. It is one of the smallest towns in York County in terms of area. The 1947 fire destroyed about 2/3 of town including the Town Hall and Elementary School but both have since been rebuilt at the Route 5 – Route 35 crossroads. This crossroads, while functioning as a community focal point because of the school and its playing fields, does not have a large enough concentration of houses or stores to be a village. There are parts of two 19th Century mill villages on streams shared with bordering towns: Goodwin's Mills on Swan Pond Brook at the Lyman line and Clark's Mills on Cook's Brook at the Hollis line.

Originally a rural lumbering and farming community constituting the southern part of the Town of Hollis, Dayton broke away in 1854 to form its own town. The pre-existing mill villages continued to serve the commercial and social needs of Dayton, though, so no large village developed within the town limits. The early 20th Century brought the automobile and thus easy commuting to Saco and Biddeford for commercial and social activities. Besides these two urban neighbors, Dayton residents now also commute to jobs and shopping in Sanford (10 miles to the southwest), Portland (20 miles to the northeast), and Portsmouth, NH (30 miles to the south).

Early Settlement

As with many Maine towns, the history of Dayton is closely interwoven with the lumber industry and the various mills that served the area's commerce and citizens.

Captain Richard Vines, the first European settler in this area, purchased a tract of land extending eight miles inland from Biddeford. In 1659, this land was then sold to Major William Phillips, a lumberman. Carefully purchasing additional tracts from the Sokokis (Saco) Indian chiefs, Major Phillips acquired title in 1664 to a tract roughly containing the present Town of Dayton. This tract, together with another, comprised what was first known as the Little Falls Plantation, which also contained territory now part of the Towns of Hollis and Limington.

The first settler of the Little Falls Plantation, John Gordon, set an example of strength, industry and courage that is still remembered today. Leaving his home in Biddeford in 1753 when he was 19 years old, Gordon began clearing land not far from Boiling Spring. A powerful man who stood six feet four inches tall, he interrupted his work to join the Louisburg Expedition to Canada when an Indian war threatened. He returned to clearing after the Peace of 1759. An excellent farmer, he lived to the age of 94. His grave is on land that he once cleared near the Buzzell Road.

Settlers were attracted to the Little Falls Plantation because of the abundance of fine timber. In 1782, Nathaniel Goodwin built a mill in a heavy growth of pine on Swan Pond Creek at a steep falls. Goodwin's Mills quickly became the leading business center of the Plantation. More than a century later, after settlers had cleared more land and planted crops, Sylvester Hill operated a combined threshing, grist and sawmill at Goodwin's Mills. In 1806, Stephen Hopkinson, Nathaniel Dunn and Nathaniel Cane built a mill at Union Falls on the Saco River on a tract of land purchased from John Smith, 2nd. A dam was built the following year but it and additional sawmills, subsequently built, were all swept away in the freshet of 1837. Into the 20th Century periodic flooding of the Saco River has removed a number of dams and bridges, the last in 1938. In 1949 the Central Maine Power Company built the sturdy cement Skelton Hydroelectric Dam at Union Falls, which also provides some flood control. To this day Skelton Dam contributes power into the CMP electrical grid and provides an upstream recreational pool used by residents and visitors for swimming, boating and fishing.

Local Government

In 1798 the Little Falls Plantation area was incorporated as the Town of Phillipsburg, named after Major Phillips. The inhabitants came to feel that the name was too long to write and too hard for the young ones to pronounce. In 1810 the name was changed to Hollis. With a gradually increasing population requiring 45 highway districts, 23 school districts and 56 surveyors of wood, bark and lumber, Town government became too large and residents of the southerly part of Hollis sought to become incorporated as a separate town. After two unsuccessful attempts at separation, an Act of the State Legislature on April 7, 1854 designated the part of Hollis south of Cook's Brook as a separate town. This new town was named Dayton in honor of Thomas Day, who petitioned the Maine State Senate for the Town's incorporation. The Act of Incorporation became effective May 2, 1854.

LOOKING BACK TO 1991

As visionary documents, comprehensive plans must be completed with many assumptions about the future in mind. The Town of Dayton completed a Comprehensive Plan in 1991 but it was never adopted by the Town. Despite this fact, the 1991 Plan document contains a great deal of information that is useful for this Plan, as it presented a number of such assumptions regarding the supposed future of the Town. As Dayton embarked on creating a plan from 2004 forward, it was appropriate to revisit some of these key assumptions to understand how far the Town has come.

The points that follow summarize the key assumptions from the 1991 plan and then evaluates to what extent they were correct.

- **Population:** An increase of 293 persons was projected from 1990 to 2000, a growth rate of 26%. Population growth rates would be highest in the age cohorts of 45-64 and 65+.
 - Dayton grew at twice that rate (51%), adding more than 600 residents.
 - While there was substantial growth in the 45-64 age bracket, the 65+ bracket was actually the slowest growing of all. There was much stronger growth than expected in the 18-44 age bracket.
- **Households:** The average household size was projected to continue falling, as was the Town's household income level relative to the county's income level.
 - Dayton's average household size declined from 2.93 in 1990 to 2.83 in 2000, but is still substantially higher than the county's average size of 2.47.
 - Dayton's median household income level was 122% of the County's in 2000; it was just 103% in 1990.
- **Labor Force and Economy:** Dayton was likely to continue to be a bedroom town for regional employment centers and to not develop much of an economy of its own.
 - This has been the case as fewer than 10% of Dayton's employed residents work in the Town, and there are just 95 full-time jobs within the Town's limits.
- **Housing:** Dayton was projected to continue to be attractive to "monetarily secure households seeking a rural location but within commuting range" of the Biddeford and Portland areas.
 - Dayton added nearly 250 housing units from 1990 to 2000—a 56% increase in the housing stock. Most new households are affluent and new lots and homes are selling at higher and higher prices.
- **Natural and Cultural Resources:** Some of the Town's areas that were most prone to residential growth were identified as being in areas with prime agricultural soils, thus threatening high-quality farmland. There are also threats to historic character in the Goodwin's Mills, Clark's Mills, Saco River corridor and Waterhouse/Murch Road area.
 - Most of the growth in Dayton in recent years has not been in areas with prime residential soil. However, most of the active farmland in Dayton is not on such soil, so this issue is not as critical as it seems.
 - Historic areas have not been overwhelmed with development and their character remains largely intact. However, continued development pressure may affect these areas in the future.
- **Transportation:** Continued commuter traffic through Dayton caused by residents of other towns and truck traffic using the Town's gravel pits would worsen traffic and road conditions on Routes 5 and 35.
 - The intersection of Routes 5 and 35 continues to be a dangerous one, and traffic has indeed worsened considerably.

- **Public Services:** The aging population was expected to drive demand for more adult recreational programs and facilities. Also, continued growth would eventually require an expansion of the Town Office.
 - The population has not aged the way it was expected to, but growth in all age cohorts has led to growing demand for all types of recreational programs and facilities.
 - The Town Office has indeed become cramped and will likely need to be expanded in the near future.
- **Education:** The Dayton Consolidated School was only expected to reach 83% capacity by 2000, so no school facility issues were raised.
 - Faster than expected growth in the population of school-age children has driven rapid enrollment increases and the school is now over capacity.
- **Fiscal Capacity:** Rapidly rising property valuations allowed the Town to lower the tax rate substantially during the 1980s, but this trend was expected to cease, thus leading to pressure to increase the tax rate in the 1990s.
 - Property tax rates did rise in the 1990s, reaching a peak of more than \$18.00 per \$1,000 in valuation in 2000, though the rate has come down some since then following a town-wide revaluation. Still, rising taxes remain a consideration in Dayton.
- **Land Use:** The Town had ample land resources to accommodate the estimated 340 acres of newly developed land that was thought necessary to accommodate demand for development from 1990 to 2010.
 - The amount of land in residential use in Dayton grew by 760 acres between 1991 and 2004—nearly twice the amount projected as needed through 2010. Land consumption is clearly outpacing past projections.
 - Though there is still an ample amount of undeveloped land in Dayton, there are mounting concerns about the loss of rural character that may result from continued development.

In summary, the 1991 plan foresaw growth occurring at a far slower rate than what actually occurred in Dayton. Fortunately, the plan looked at the year 2010 as a target date, and thus many of its goals and strategies were aimed at planning for 20 years of growth. The only problem is that the amount of growth foreseen to occur over 20 years already occurred within 10 years. This plan therefore must take into account the myriad changes that the Town has already experienced since 1991.

In addition to revisiting these old assumptions, many new assumptions needed to be made to guide the formation of the 2004 plan update. The following section presents a summary of the concerns that are likely to face the Town of Dayton over the next decade and beyond.

LOOKING AHEAD: PROSPECTS AND TRENDS

From 1990 to 2003 the Town of Dayton experienced a rate of growth that was far more rapid than could have been anticipated. As a result, Dayton in 2004 has more people, more schoolchildren, greater demands for public services and less land available for development than was foreseen in the early 1990s.

Despite all of this growth, the Town of Dayton's character has remained relatively intact. Dayton is still a close-knit and attractive community that maintains its rural identity. Dayton still retains its traditional business base of agriculture and gravel extraction. It is still a safe and family-friendly community located within easy commuting distance of Portland, Biddeford and other regional employment centers.

While Dayton's identity is still in good condition, continued growth threatens its character. The very traits that make Dayton attractive to new and longtime residents alike threaten its future. Dayton's residents value its quiet rural charm, and many have come to the Town from more urban areas of Maine seeking just that. However, as more and more people move to Dayton, the continued conversion of open land to suburban-scale housing takes away from the rural charm.

Perhaps more importantly, the combination of rising property values and growing demand for public services is leading to property tax bills for many longtime residents that they may not be able to afford in the near future. This issue simply cannot be avoided by the Town of Dayton. The Town must make difficult decisions in the years to come if it hopes to control its property taxes.

The points below summarize more specific predictions regarding Dayton's future. These points underpin the Comprehensive Plan as a whole.

Demographic Trends

- Dayton will continue to grow, but at a slower pace than from 1990-2000. Population growth will be driven mainly by well-educated and affluent professionals with children living at home, though there will be some demand from those aged 55 and up without children.
- Dayton is expected to add about 750 new residents between 2000 and 2015. The Town's 2015 population would exceed 2,500—roughly five times what it was in 1970!

Housing Trends

- Affordable housing will become increasingly scarce as housing prices continue to rise at a rapid pace.
- Demand for senior housing, multifamily housing, and special needs housing will be strong.
- Dayton should expect to add about 270 new housing units between 2000 and 2015, an average of 18 units per year.

Economic Trends

- Dayton will continue to transition into a commuter suburb to the Portland area, as housing prices along the coast remain unattainable for many working families.
- Dayton will remain largely a bedroom community, but it can offer some economic opportunities, particularly for service businesses and home occupations.

Fiscal Capacity

- Unless its commercial tax base can be augmented, property taxes in Dayton will continue to increase in the future.
- Dayton has ample capacity to take on debt in the future, but its citizens have been reluctant to do so in the recent past.

Transportation

- Commuting times of Dayton residents will continue to increase as more commuters travel outside of York County to go to work and regional traffic worsens.
- Reconstruction projects on Routes 5 and 35 are in MDOT's 2004-2009 Six-Year Plan, and there may be opportunities for Dayton to coordinate local transportation projects with these efforts.

Public Safety

- Fire and police facilities and protection in Dayton should remain satisfactory.

Education

- As school enrollments continue to rise, Dayton needs to develop both short and long-term solutions to its serious school capacity issues.

Town Facilities and Services

- The Town Office is over its capacity; Dayton needs to develop both short and long-term solutions to this problem.
- Dayton's recycling program needs strengthening to raise the Town's recycling rate.
- The community desires a stronger base of recreational and cultural programs in Dayton.

Natural Resources

- Dayton must work to protect its most valuable natural areas, particularly the area along Runnell's Brook between Hollis Road and Route 35. This area, which contains significant wetlands and wildlife habitat, is one of the largest contiguous, undeveloped areas in Dayton.
- Dayton has a very small inventory of soils suitable for septic systems. The Town may want to investigate other means for subsurface waste disposal besides individual septic tanks.

Historic and Cultural Resources

- Historic homes and structures in the Goodwin's Mills area, along the Saco River and along Waterhouse and Murch Roads may be threatened by future development pressure.

Land Use Trends

- New residential development has been scattered throughout the Town with little organization and will continue to do so without stronger growth management.
- Mirroring past trends, about half of Dayton's new housing development is expected to be in subdivisions and half on single lots.
- Only 2,000 of Dayton's roughly 9,000 undeveloped acres are under any sort of protection and much of the Town's rural area may be subject to future development pressure.

THE PLAN: EXECUTIVE SUMMARY

Dayton has been one of Maine's fastest growing towns over the past 30 years, and growth is expected to continue at a strong pace well into the future. As Dayton continues to face growth pressure, it must face up to many sobering realities, including:

- The lack of a non-residential tax base is driving up the residential property tax burden
- Municipal facilities are no longer adequately serving the population
- Continued development threatens Dayton's rural character and tranquility
- Very little of Dayton's undeveloped land is under strong protection from development
- Car and truck traffic generated by residents and businesses from other towns are contributing to access and safety problems within Dayton

In response to all of these issues, the Dayton Comprehensive Plan Committee worked diligently between September 2003 and September 2004 to develop a Comprehensive Plan that would set a course for addressing all of these issues. Meeting monthly throughout the 12-month period, the Committee focused on creating a clear strategy that addressed these issues in a sensitive and coherent manner.

There were two public hearings held during the plan development phase—one in January 2004 and the other in April 2004. At the first of these two hearings, about 40 citizens came out to talk about the strengths and weaknesses of living in Dayton and about how the Committee could best address them. At the second hearing, more than 25 people came to organize the Committee's interpretation of hard data and opinions expressed at the January hearing into a series of vision statements for the Town of Dayton.

The vision statements created at this hearing and refined by the Committee produced five value statements regarding the heart of what Dayton is all about. These statements are as follows:

- Dayton's unique rural character is maintained and protected
- Growth management programs control development while respecting private property rights.
- The tax base grows in a manner that protects rural character and the viability of existing and new businesses.
- The town provides municipal facilities and services that meet the changing needs of Dayton's residents without creating undue tax burdens.
- Diverse housing development allows people of all ages and needs to live in Dayton.

These vision statements were then used by the Committee as the foundation for the goals, objectives and strategies for each of the four plan elements:

1. Housing and Economic Development
2. Public Facilities and Services
3. Natural, Historic and Cultural Resources
4. Land Use

A key challenge faced by the committee was that many of the vision statements seemingly presented contradictory questions. "How can we control development while respecting property rights?" and "How do we grow tax base without sacrificing rural character?" were two questions that were asked many times in Committee meetings.

The responses to these questions focused on thinking about planning and managing growth in non-traditional ways. In the past managing growth was done largely by zoning—the restriction of uses, lot sizes and dimensions based on location within the Town. While zoning undoubtedly has its place in keeping incompatible land uses from impacting each other, protecting Dayton’s unique rural character would require more creative thinking.

The Comprehensive Planning Committee thus embarked on creating a plan that emphasized incentives and flexibility. The ultimate goal of this approach was to achieve the public purposes of the plan—protecting rural character, building tax base, controlling the pace and location of growth—while giving property owners options when making decisions about how to use their land.

This broad guideline was at the heart of the development of goals and objectives for the Dayton Comprehensive Plan. In the context of this plan:

- A **Goal** is a statement that reflects an outcome. For example, “Rural character is preserved” or “Tax base is expanded and diversified.” It focuses on the “what.”
- An **Objective** is a statement that reflects the process of achieving a goal. For example, “Amend ordinances to limit development in rural areas” or “Offer economic incentives for commercial development.” It focuses on the “how.”

The goals and objectives for each of the four plan elements are as follows:

Housing and Economic Development

Housing Goal: Diverse housing development allows people of all ages to live in Dayton.

Policies:

1. Use cluster development to promote affordable housing in growing areas of Dayton
2. Enact flexible standards for accessory and multi-family dwellings
3. Encourage development of senior housing and assisted living units
4. Ensure that 10 percent of new housing units in Dayton are affordable

Economic Development Goal: The tax base grows in a manner that protects rural character and the viability of both existing and new businesses.

Policies:

1. Encourage home occupation businesses
2. Limit intensive commercial and industrial development to appropriate areas
3. Explore ways to build tax base through regional cooperation
4. Ensure long-term stability of existing businesses
5. Attract new business investment by local entrepreneurs

Public Facilities and Services

Transportation Goal: To ensure safe and effective means of access within the Town of Dayton in a manner consistent with desired development patterns.

Policies:

1. Provide safe and adequate roads in areas designated for growth while maintaining the rural character of town roads

2. Coordinate with MaineDOT on the design and scheduling of improvement projects on state and state-aid roads
3. Implement a roadway management system for the locally maintained roadway network to plan for, prioritize and finance improvement projects
4. Monitor the condition of the five (5) bridges in Dayton for which the community has maintenance responsibility
5. Discourage the construction of traditional sidewalks in an effort to preserve rural character. Instead support the construction of paved shoulders an/or paved or crushed stone pathways for use by pedestrians and bicyclists.

The following example illustrates rural pathways described in Policy #5:



Pathway built as paved shoulder



Pathway built as off-road facility

Town Facilities and Services Goal: The town provides municipal facilities and services that meet the changing needs of Dayton's residents without creating undue tax burdens

Policies:

1. Ensure that town government spending grows at a sustainable rate
2. Achieve cost efficiencies through stronger regional cooperation
3. Maintain and expand recreational programs and facilities for residents of all ages
4. Maintain Dayton Consolidated School as the focal point of the community
5. Maintain and expand Town facilities and services to serve a growing and changing population base

Natural, Historic and Cultural Resources

Natural Resources Goal: Acknowledge, maintain and protect the Town's natural resources and rural character in a manner that respects private property rights

Policies:

1. Set land use policies that minimize development in areas of critical environmental concern while respecting property rights
2. Minimize impacts on natural resources and rural character in non-growth areas
3. Work to conserve land containing critical natural resources

Historic and Cultural Resources Goal: Acknowledge, maintain and protect the Town’s historic and archaeological resources, both residential and non-residential, as part of Dayton’s rural character

Policies:

1. Expand inventories of historic and archaeological resources
2. Support efforts to preserve and enhance historical sites
3. Improve visibility of historic resources

Land Use

Land Use Goal: Control the pace and location of future development and maintain and protect rural character while respecting private property rights.

Policies:

1. Concentrate growth around existing centers
2. Enact regulations that strongly encourage clustering in rural areas
3. Minimize the exposure of structures to flooding, wildfire and other hazards
4. Control the rate of growth through a rate of growth ordinance (growth cap)
5. Revised Land Use Ordinances and update regularly.

As part of Policy #5, wholesale changes to the Town’s existing Zoning Ordinance are recommended by this plan. These changes will include a complete redefinition of zoning districts, dimensional standards and allowable uses. The key feature of the recommended changes is flexibility, particularly in rural areas.

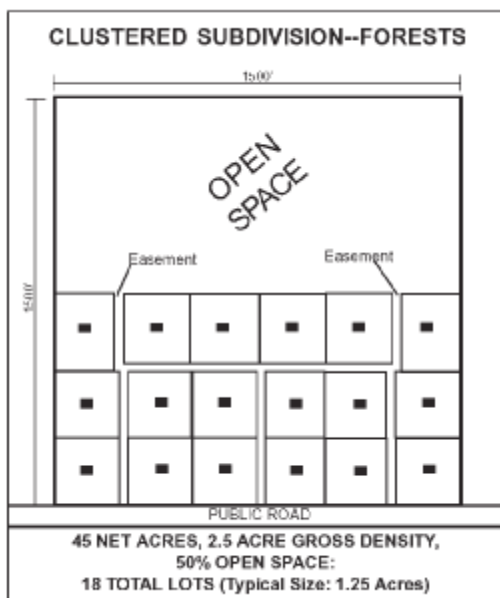
The recommended zoning changes suggest establishing five new zoning districts, as described in the following table and in the Future Land Use Map on Page 12 (Figure 15 from the Plan Appendix).

District	Location	Min Lot Size	Use Provisions
Mixed Use	Southwest of Routes 5/35, 1,000-foot strip on east side of 35 and on north side of 5 to Gould Rd	Commercial: 1 acre Residential: 2 acres (1 acre if clustered)	Commercial, industrial, high-intensity residential
Rural Fields	East of Gould Rd, South of Buda Rd	Single lots: 3 acres Subdivisions: Non-clustered: 5 acres	Residential, minor commercial & industrial
Rural Forests	West of Buda Rd, North of Route 5	Clustered: Density of 2.5 acres, 1 acre individual lot size*	Residential, minor commercial & industrial
River Buffer	250 feet from river segments	3 acres	Residential, minor commercial
Critical Rural	Between Route 35, Hight Rd, Dyer Rd	5 acres	Single-family residential, home occupations

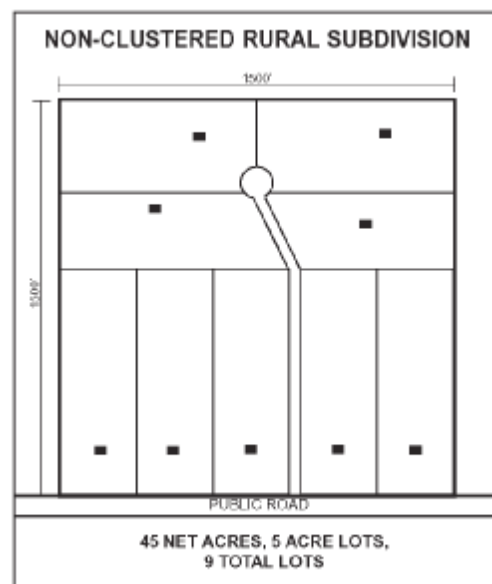
*The diagrams on Page 11 illustrate how clustering works in the Rural Fields and Rural Forests districts.

The Rural Fields and Rural Forests districts are set up to achieve the plan's goal of protecting rural character while preserving private property rights. In these two districts, landowners seeking to develop their properties are given a strong incentive to preserve land through the use of clustering. A clustered development in these areas can allow a landowner to develop as many as twice as many lots as a non-clustered development, so long as at least 50% of the total lot area remains undeveloped. The two districts have identical dimensional and use provisions, but they differ from each other in terms of how clustering must be approached.

In the Rural Fields district, the goal is to preserve the views of open fields found along the roads in the southeastern part of town (Route 5, Hollis/River Road, Buzzell Road, Waterhouse/Murch Road, South Street, etc.). Thus, clustering in this district must be done in a manner that preserves views of fields from existing public road frontages, as illustrated to the right.

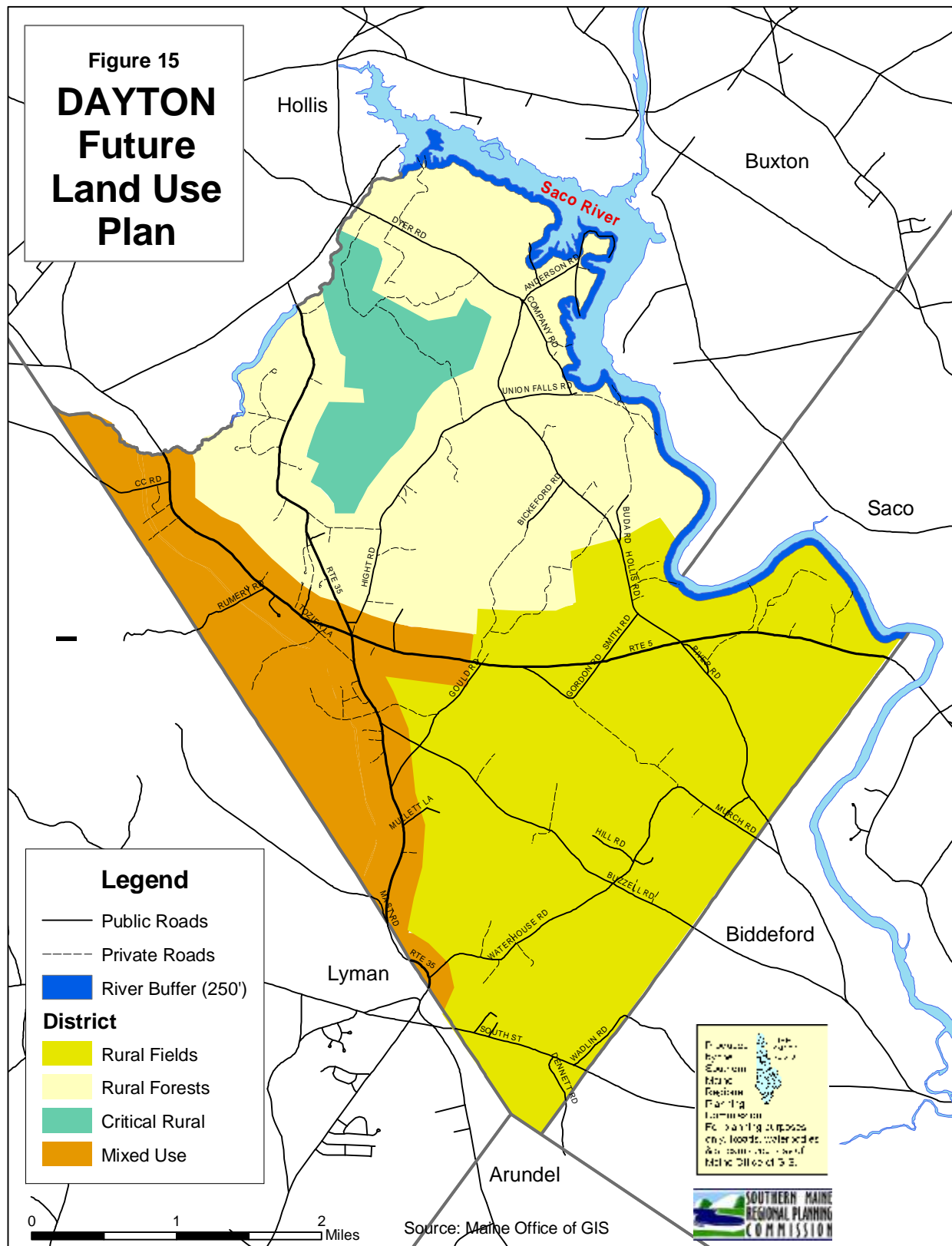


In the Rural Forests district, the goal is to maintain back land in forested areas for recreational uses such as snowmobiling and horseback riding. Clustering in this district therefore needs to be done closer to existing frontages in order to protect backland from development, as shown to the left.



A non-clustered development in either of these two districts requires a minimum lot size of five acres. Such a development is shown to the right.

The recommended Future Land Use Map for Dayton is shown here:



Chapter 2 – Housing and Economic Development

DEMOGRAPHIC PROFILE

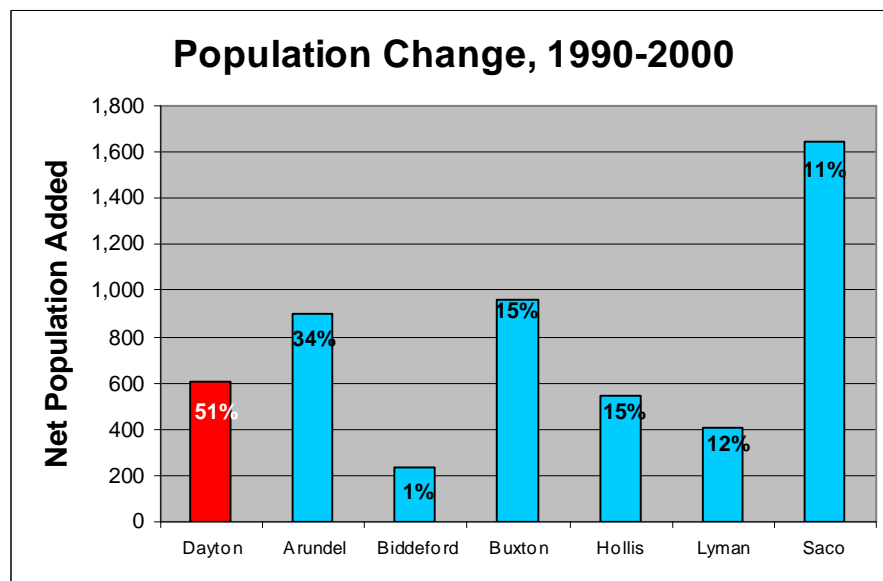
The starting point for updating the Comprehensive Plan is to take stock of demographic and economic conditions. This section summarizes trends and profiles of Dayton's demographics and its economic situation.

Population Growth

From 1970 to 2000, the population of Dayton more than tripled, growing from 546 residents in 1970 to 1,805 in 2000. Though this growth rate was far higher than all of its surrounding towns, the actual change of residents in Dayton was lower than three of its neighbors, as Dayton is much smaller than all of the towns that surround it. While Dayton added about 600 people from 1990 to 2000, Arundel added about 900, Buxton nearly 1,000 and Saco more than 1,600.

Dayton Population, 1970-2000

	Population	Change	% Change
1970	546		
1980	882	336	62%
1990	1,197	315	36%
2000	1,805	608	51%



Population growth in Dayton was significantly more rapid than foreseen in earlier projections. Population projections from the 1991 plan envisioned a population increase of 293 persons from 1990 to 2000, a growth rate of 26%, resulting in a 2000 population level of 1,490. These

projections foresaw the Town's 2010 population as being 1,850; its actual 2000 population was nearly that much.

The fact that actual population growth in Dayton greatly exceeded 1991 projections can be attributed to a number of factors. First of all, Dayton is a very rural town that is within easy commuting distance of all of Southern Maine's employment centers—Portland, Biddeford and Sanford—thus making it attractive to those looking for larger lots are more seclusion. Second, Dayton is historically a farming town and therefore has a great deal of cleared land for development. Finally, unlike many other towns in York County, Dayton has not yet experienced much commercial strip development so its rural character remains intact.

Age Profile

The age composition of Dayton has also changed. The median age in 1990 was 32.5 and it is now 34.6, a modest increase of 2.1 years. By comparison York County's median jumped by 4.8 years, from 33.7 in 1990 to 38.5 in 2000.

The minor increase in median age was due to the fact that the younger age brackets in Dayton grew at much faster rates than expected. The number of residents under the age of 18 expanded from 323 in 1990 to 535 in 2000, an increase of 66%. This youth boom fueled a dramatic rise in school enrollment, an issue addressed later in the inventory. In all, more than 30% of Dayton's residents are under the age of 18.

Age Profile in Dayton, 1990-2000

	1990	2000	Change, 1990-2000	
			Number	Percent
Numeric Totals				
Under 5	94	171	77	81.9%
5-17	229	364	135	59.0%
18-44	532	732	200	37.6%
45-64	224	402	178	79.5%
65+	118	136	18	15.3%
Total	1,197	1,805	608	50.8%
Percentage Totals				
Under 5	7.9%	9.5%		1.6%
5-17	19.1%	20.2%		1.0%
18-44	44.4%	40.6%		-3.9%
45-64	18.7%	22.3%		3.6%
65+	9.9%	7.5%		-2.3%

Source: U.S. Census of Population and Housing

As with the rest of York County, Dayton did experience a dramatic increase in the 45-64 age group, with this age bracket increasing its share of the Town's population from 19% in 1990 to 22% in 2000. Surprisingly, the increase in persons aged 65 or older was very small. This age bracket only accounts for 7.5% of the Town's total population. Countywide, more than 14% of all residents are 65 or older.

Educational Attainment

The education level of Dayton residents improved dramatically from 1990 to 2000. In 1990, 80.5% of the Town's adult population had a high school diploma and 15.4% had at least a bachelor's degree. By 2000, 90.4% were high school graduates and 17.6% were college graduates.

As of 2000 Dayton had a higher rate of high school graduates than either York County (86.5%) or the State of Maine (85.4%), but a substantially lower rate of college graduates. Both the county and state had a college degree attainment rate of 22.9% in 2000.

Seasonal Population

Unlike many of its neighboring towns, Dayton has virtually no seasonal housing units. According to 2000 Census data, there are just eight seasonally occupied units in Dayton, or just 1.2% of the total housing stock. Thus, seasonal population variations in Dayton are negligible.

In neighboring Lyman, which has many ponds, there are 330 seasonally occupied housing units. Biddeford and Saco, each of which has miles of coastline, have several hundred seasonal units apiece as well. The reason for the lack of seasonal units in Dayton is that it has no coastline nor does it have any lakes or ponds of any size.

Future Population Growth Scenarios

The State Planning Office (SPO) has developed a population forecasts for use in Comprehensive Plans. Its projections are as follows for Dayton:

<u>2000 Population</u>	<u>2005</u>	<u>2010</u>	<u>2015</u>
1,805	2,156	2,396	2,552

The projected change from 2000 to 2015 represents an increase of about 750 residents; a 41% growth rate. This projected rate is slower than the actual rate of growth from 1990 to 2000, during which Dayton's population increased by 51%. Still, the addition of 700 new residents between 2000 and 2015 represents a very large increase in population for a town of Dayton's size.

Another way to look at possible growth is to take the town's building cap into account. As of 2004, Dayton has a residential growth cap of 18 units per year. Assuming that the Town distributes 18 building permits per year for new residential construction, that would mean a total of 270 new housing units over a 15 year period. Multiplying this number by the 2000 average household size (2.83), the Town's population would increase by 764 persons. Thus, even maintaining the growth cap may not substantially curb growth in Dayton.

A final consideration is that the birth rate in Maine is at its lowest point in more than 100 years. The decreasing birth rate has led to a decline in statewide school enrollments and an increasing tilt to the older parts of the population. If, as the saying goes, "demography is destiny" then three trends are likely to occur in Dayton as a result of the falling birth rate: the population will continue to age, the average household size will continue to diminish, and school enrollments will decline.

Although Dayton's school enrollments have been on the rise, this has been mainly due to the immigration of families with young children. As these children move through the school system and birth rates decline, a continued increase in households may not translate into increased school enrollments in the future.

ECONOMIC PROFILE

Income Data

Income levels in 2000 for Dayton were far above the state and county for both median household and median family incomes. Dayton's median household income level of \$53,056 places it \$10,000 above the county median at least \$4,000 more than any of its neighboring towns.

Dayton's per capita income level is not nearly as strong, though, at \$20,629. This is actually lower than the county's per capita level of \$21,225 and only very slightly higher than many of its neighbors. The reason for this difference is that Dayton has a higher share of households with multiple incomes than do most other towns in the area. Thus, its household income is quite high but its per capita income is about average.

Income Levels, 2000 Census

	Per Capita Income	Median Household Income	Median Family Income
Arundel	\$20,538	\$49,484	\$50,709
Biddeford	\$18,214	\$34,976	\$44,109
Buxton	\$20,179	\$48,958	\$52,845
Dayton	\$20,629	\$53,056	\$57,962
Hollis	\$19,065	\$48,846	\$53,621
Lyman	\$20,203	\$47,860	\$53,140
Saco	\$20,444	\$45,105	\$52,724
York County	\$21,225	\$43,630	\$51,419
Maine	\$19,533	\$37,240	\$45,179

Source: 2000 U.S. Census

Looking at income levels by category, Dayton's households are very strongly concentrated in the middle to upper-income ranges. As the table below shows, 67% of the town's households earn between \$35,000 and \$100,000 per year, and just 15% earn less than \$25,000 per year. In each the large cities of the region, Biddeford and Saco, more than 15% of households earn less than \$15,000 per year.

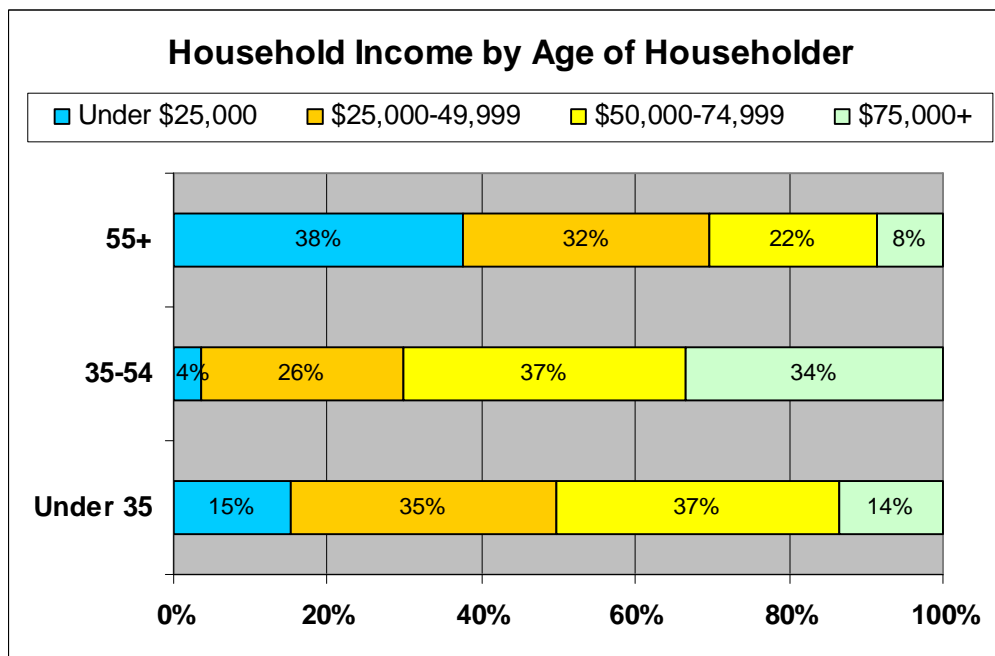
Households by Income, 2000 Census

	Dayton	Arundel	Biddeford	Hollis	Buxton	Lyman	Saco
Under \$15,000	6.3%	9.8%	20.4%	9.5%	12.3%	9.8%	15.3%
\$15,000-24,999	8.7%	8.7%	15.6%	7.4%	8.0%	10.5%	12.9%
\$25,000-34,999	9.2%	11.7%	14.1%	12.3%	10.6%	9.0%	11.4%
\$35,000-49,999	20.4%	21.0%	16.7%	22.4%	20.3%	24.3%	16.3%
\$50,000-74,999	32.8%	29.2%	19.0%	31.9%	28.4%	29.4%	26.3%
\$75,000-99,999	13.8%	10.3%	8.8%	10.4%	11.7%	10.2%	10.1%
\$100,000+	8.9%	9.3%	5.5%	6.1%	8.8%	6.7%	7.8%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: U.S. Census of Population and Housing

Household income levels in Dayton are very strongly related to the age of householders. Households headed by individuals over the age of 55 are far more likely to be in lower income brackets than are those headed by younger individuals. Among households headed by those 55 or older, 70% earn less than \$50,000 per year, compared with 50% of households headed by persons under 35 and just 30% of those headed by persons aged 35-54. At the other end of the scale, 34% of households headed by persons aged 35-54 earn more than \$75,000 per year while just 8% of households headed by individuals over 55 earn this much.

The chart below illustrates these points.



The implication of this income disparity by age is that new households moving to the Town tend to be headed by persons under 55 and typically earn far more than current, older residents. This divide is contributing to a shortage of affordable housing for older residents. This issue is discussed further in the Housing section.

Employment Base

Dayton is a primarily residential town with a very small employment base. According to the Maine Department of Labor, just 95 people were employed full-time in the town as of 2000. Employment has remained about the same in Dayton since 1990, when 105 people worked within the town's limits. As discussed in Chapter 1, Dayton lacks a historic village center and thus has very few established commercial operations.

Although employment is minimal in Dayton, more than 1,000 of its residents were in the labor force as of 2000. Most of these workers must commute outside of Dayton to work. About half of these out-commuters work elsewhere in York County, particularly in Biddeford and Saco and most others in Portland and its surrounding towns in Cumberland County (see the commuting patterns section below for more detail).

Dayton is part of the Biddeford Economic Summary Area (ESA), as defined by the Maine State Planning Office. Biddeford, along with the neighboring city of Saco, forms the largest employment center in York County, with nearly 17,000 jobs as of 2000. In all, the seven-town ESA had a 2000 employment base of 31,000 jobs. Employment growth in the ESA has been strong as well, with about 5,000 jobs added in the period from 1995 to 2000.

Job growth has also been healthy in the Portland Metropolitan Statistical Area (MSA). The Portland MSA added about 20,000 jobs from 1995 to 2000. Due to Dayton's proximity to Portland and its surrounding employment centers like South Portland, Westbrook, Scarborough and Gorham, growth in those cities and towns will continue to drive demand for residential development in Dayton.

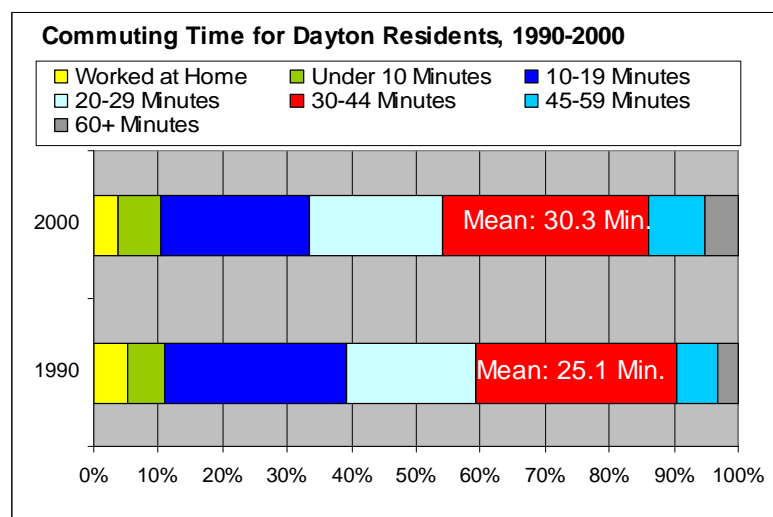
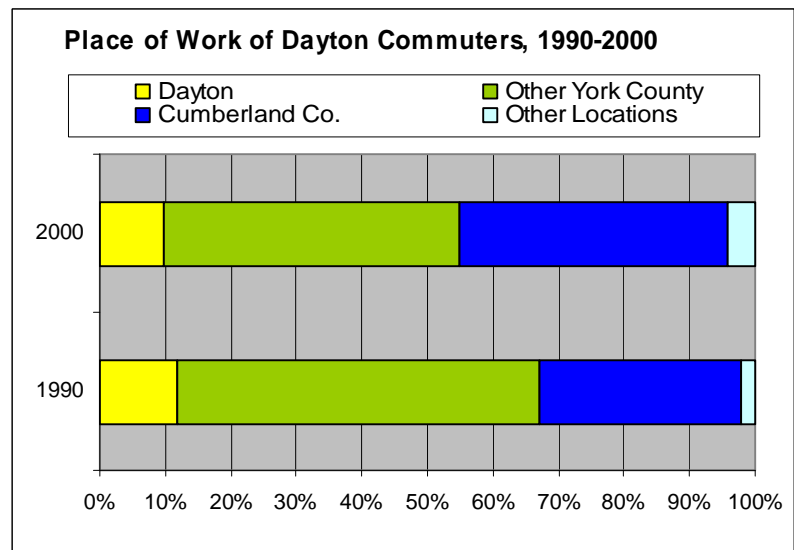
Commuting Patterns

Despite its historic identity as a rural farming town Dayton has quite clearly become a bedroom suburb whose residents commute out of town, primarily to the Biddeford and Portland areas. From 1990 to 2000 the number of Dayton commuters increased by 62%, from 602 to 977, a numeric increase of 375 people.

The chart to the right compares the places of work of Dayton commuters in 1990 and 2000. There has been a clear shift of Dayton commuters working in Cumberland County. In 1990, just 31% of Dayton commuters worked in Cumberland County; by 2000, 41% of Dayton workers commuted there. The share of Dayton workers commuting to other York County cities and towns dropped by about the same amount—from 55% in 1990 to 45% in 2000. The share of commuters staying in Dayton for work dropped from 12% in 1990 to 10% in 2000.

This rise in the share of commuters now working in Cumberland County was matched by a substantial increase in commuting times. The mean commute time for Dayton workers grew from 25.1 minutes in 1990 to 30.3 minutes in 2000. In 1990, nearly 40% of Dayton commuters traveled less than 20 minutes each way to work, but only 33% did so by 2000. The share of commuters traveling 45 minutes or more increased from 10% to 14% as well.

The chart to the right illustrates this shift.



HOUSEHOLDS AND HOUSING DATA

Household Trends

Accommodating the population increase of 605 persons from 1990 to 2000 in Dayton required a net change of 229 households, an average of 2.64 persons per new household added. This was a much larger average size of new households than in other towns in the area. For example, the new population to new household ratio in Hollis was just 1.56. This is a clear indication that families with children represent the dominant share of the new households coming to Dayton.

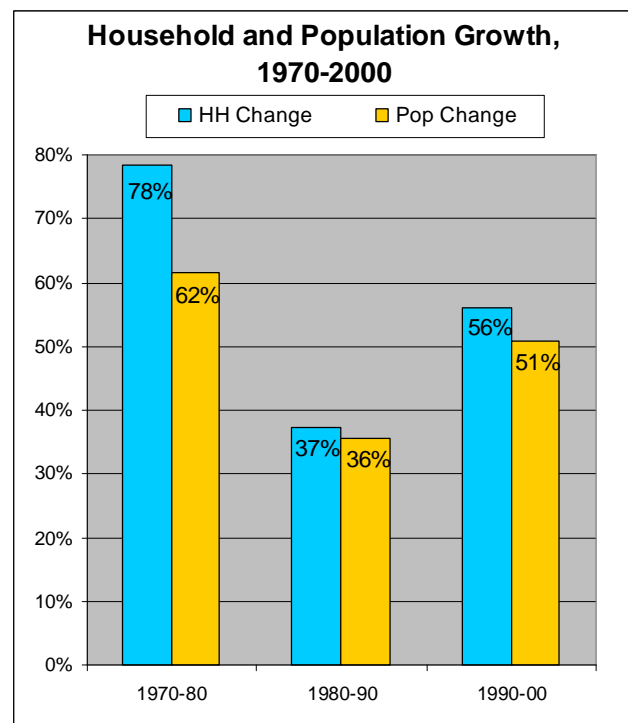
Household Data for Dayton

	1970	1980	1990	2000
Number	167	298	409	638
Change		131	111	229
% Change		78.4%	37.2%	56.0%

Source: U.S. Census of Population and Housing

The resulting decline in average household size was much less pronounced in Dayton than it most other towns around it. Dayton's average household size declined from 2.93 persons in 1990 to 2.83 persons in 2000. During the same decade, Hollis saw its average household size plummet from 3.08 to 2.73.

The chart to the right compares Dayton's population and household growth from 1970 to 2000. After household growth greatly exceeded population growth in the 1970s, the two growth rates have come much closer together since that time. The fact that population and household growth rates have remained similar shows that larger households (i.e., families with children) continue to be drawn to Dayton.



Housing Unit Trends

The net change in housing units in Dayton from 1990 to 2000 was nearly equal to the net change in households, as the town added 238 new units during the decade, a 56% increase from the 1990 base of 425. This was more than four times the housing growth rate in the surrounding region, which saw its housing inventory grow by 13% during the decade, as shown below.

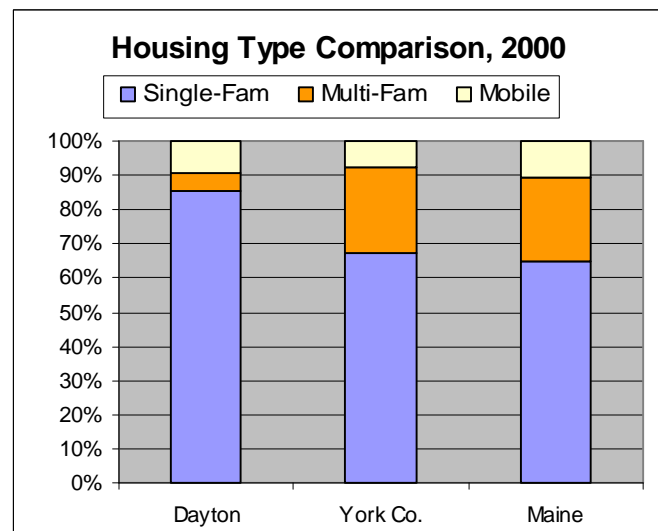
Housing Unit Change, 1990-2000

	1990	2000	Numeric Change	Percent Change
Arundel	1,036	1,415	379	36.6%
Biddeford	9,051	9,631	580	6.4%
Buxton	2,362	2,930	568	24.0%
Dayton	425	663	238	56.0%
Hollis	1,254	1,592	338	27.0%
Lyman	1,473	1,749	276	18.7%
Saco	6,826	7,424	598	8.8%
Total	22,427	25,404	2,977	13.3%

Source: U.S. Census of Population and Housing

Dayton's housing stock is almost entirely comprised of single-family homes and mobile homes. These two housing types account for 94% of the units in Dayton, with single-family units representing 85% and mobile homes representing 9%. The remaining 6% of units are multi-family units. So, of the 663 units in Dayton, only 35 are in structures with two or more units.

Dayton's housing profile is compared with York County's and Maine's in the chart to the right.



Among the 638 units occupied in Dayton as of 2000, 556 were owner-occupied—a homeownership rate of 87%. Of the 82 units occupied by renters in Dayton, 47 were single-family homes, 22 were multi-family units and 13 were mobile homes.

The housing vacancy rate in Dayton is extremely low. Data from the 2000 Census show that the homeowner vacancy rate in the town was just 0.2% and the rental vacancy rate was 2.5%. These low rates mean that continued demand for housing units in Dayton will mandate new construction, as there is little existing stock to accommodate growth.

A large number of recent migrants to Dayton have been over the age of 45. Though these households are presently content with single-family homes, as their occupants age, there will likely be a need for housing units aimed at senior citizens. Senior housing can include units for people in all types of health conditions, ranging from active retirement communities to age-restricted rental units to assisted living to nursing homes.

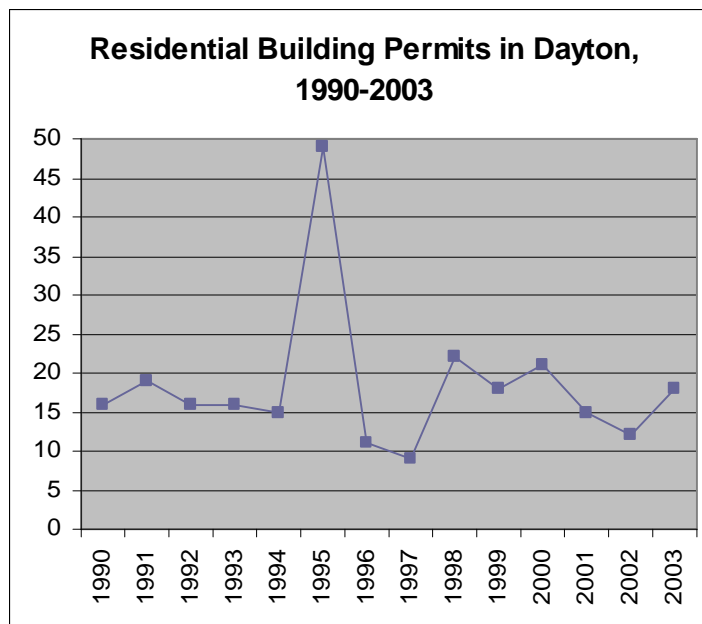
Residential Construction

The above data on housing unit change came from 1990 and 2000 Census surveys. A more accurate picture of residential construction in Dayton can be obtained by examining the number of residential building permits granted by the Town, as a building permit is required for each new unit.

According to Town of Dayton data, there were a total of 239 residential building permits issued in Dayton between 1990 and 2002, an average of 18 per year. Over the past five years (1999 to 2003), there were a total of 84 permits issued, or 17 per year. With the exception of a one-year spike in permit activity of 49 in 1995, there were between nine and 22 permits issued in Dayton every year between 1990 and 2003. In the eight year period of 1996 to 2003, Dayton reached its residential growth cap limit of 18 units four times.

The spike experienced in 1995 was due to anticipation of the enactment of the growth cap. The threat of the growth cap caused many property owners to obtain building permits in advance of its enactment.

The chart below shows building permit activity in Dayton from 1990 through 2003.



Projected Housing Growth

To translate population growth into housing growth for the 2000-2015 period, two different approaches may be used. The first applies the 2000 average household size of 2.83 to the expected population growth of 747 persons and results in a projection of 264 new units from 2000-2015. The second uses the average household size of new units in Dayton of 2.64 and results in a 2000-2015 projection of 282 units.

As mentioned above, applying the existing growth cap of 18 new units per year over a 15-year period produces a total housing growth figure of 270 units. Since the low and high projections from the preceding paragraph bracket this number, 270 units from 2000 to 2015 is used as the projected number of future housing units in Dayton.

AFFORDABLE HOUSING NEEDS ANALYSIS

This section evaluates Dayton's current and future needs for affordable housing. The basic premise of the section is that the Town of Dayton intends to provide its fair share of the region's housing supply.

Definitions of Affordability

The starting point for this analysis is to define affordability and examine how affordable or unaffordable Dayton's housing stock currently is. Affordability will be defined by a combination of HUD's definitions of very low, low and moderate incomes and Maine State Housing Authority (MSHA) data for the Town of Dayton and York County.

HUD's affordability definitions are tied to regional median household income levels:

- Very Low income is defined as below 50% of the regional median;
- Low income is defined as 50-80% of the regional median; and
- Moderate income is defined as 80-120% of the regional median

As of 2003, York County's median household income level was \$48,522, so the 50%, 80% and 120% thresholds are applied to that figure (see below)

The next step is to define the relationship between household income and housing affordability. MSHA calculates this information for each municipality in Maine each year by using a formula that includes all of the costs of housing—mortgage amount, interest rates, property taxes, utilities, etc. For 2003, the income to price ratio for York County was 33.75%, with a household earning the county median able to afford a home priced at \$143,754.

Using the combination of HUD and MSHA data, the income and home price levels for households in Dayton are assumed to be:

- Very Low: Income below \$25,000, home price below \$74,000
- Low: Income from \$25,000 to \$40,000, home price from \$74,000 to \$118,000
- Moderate: Income from \$40,000 to \$60,000, home price from \$118,000 to \$178,000

Housing Affordability and Availability Data

The Maine State Housing Authority (MSHA) conducts regular reporting on housing affordability for each municipality and region of the state. MSHA data show that, on the whole, York County has one of the least affordable housing markets in the state in terms of relationships between income and housing prices. As of the end of 2003, MSHA's affordability factor for the county was 0.78, meaning that a household earning the county's median household income level (\$48,522) could only afford 78% of the purchase price of a home selling for the county's median home sale price (\$184,000). The county's housing market is getting much less affordable: its affordability index was 0.97 as recently as 2000.

Housing affordability in Dayton is slightly better than for the county as a whole, as it has an affordability factor of 0.83. Dayton's factor is due to higher incomes, however, and not lower housing prices. MSHA reports that the median home sale price in Dayton in 2003 was \$219,000, about \$35,000 above the county median. This gap is closing, though—in 2002, the median home price in Dayton exceeded the county median by \$50,000.

MSHA data show a median household income level in 2003 for Dayton of \$58,354. At this level, a household would be able to afford a home priced at \$180,882. So even with Dayton's high household income level, the gap between the median affordable price and the actual median sale price was still about \$38,000. For the whole county, the median affordable price was \$143,754 and the median sale price was \$184,000—a gap of about \$40,000.

Another statistic tracked by MSHA is the percentage of homes sold above the median affordable level in each town. For York County as a whole, about 74% of all units were sold above the median affordable level of \$143,754 in 2003. The share in Dayton of homes sold above the median affordable level in 2003 was also 74%.

As Dayton has so few rental units, MSHA does not report on rental affordability for the town. The only data available are for the Biddeford housing market as a whole. Compared with the whole region, rental affordability in Biddeford is on the decline, as the median rental rate for a two-bedroom unit in the area rose from \$808 in 2002 to \$862 in 2003—a jump of 6.6%. To afford this rent, though a household would only need to earn \$34,482 per year—well within the range of most Dayton households.

According to data from the Maine Multiple Listing Service, there were a total of 76 residential properties sold in Dayton during the four-year period from 2000 to 2003: 60 existing homes and 16 unbuilt lots. This averages out to four lot sales per year. Among the 16 lots, 14 were individual building lots of less than 10 acres. The median sale price of these lots was \$11,600 per acre.

Among the 60 homes sold (15 per year), the median sale price over the four-year period was \$184,900. Prices have been typically higher for newer housing. About half of the units sold have been built since 1990, and these units' median sale price was \$209,900. The median of the units built prior to 1990 was much lower: \$157,000.

Current Affordable Housing Need—Gap Analysis

The current affordable housing gap is measured by comparing Dayton's present population's income profile with that of York County. The central assumption in this analysis is that each community in the county should have an equal share of low to moderate income residents and thus bear its fair share of the region's affordable housing need.

The following table compares 2000 Census data on very low, low and moderate-income households for Dayton and York County to illustrate where the gaps exist.

VERY LOW, LOW AND MODERATE INCOME HOUSEHOLDS, 2000

	Dayton		York County	
	Number	Percent	Number	Percent
Very Low (<\$25K)	95	15.0%	19,503	26.2%
Low (\$25-40K)	101	16.0%	14,150	19.0%
Moderate (\$40-60K)	169	26.7%	15,965	21.4%
Market (>\$60K)	267	42.2%	24,910	33.4%
Total	632	100%	74,527	100%

Source: US Census; SMRPC

The "gap analysis" conducted to determine Dayton's present affordable housing shortage was a matter of determining how many more very low, low and moderate-income households would need to be housed in the Town in order for its income profile to match that of York County. The following table illustrates the gap analysis.

AFFORDABLE HOUSING GAP ANALYSIS

	Current Affordable Units	Units Needed to Match County Ratios	Affordable Housing Gap (Units)
Very Low (<\$74K)	95	165	70
Low (\$74-118K)	101	120	19
Moderate (\$118-178K)	169	135	-34
Total	365	420	55

Source: US Census; SMRPC

Dayton's present affordable housing shortage is estimated to be 55 units overall. The need for very low-income units (units priced below \$74,000) is the strongest, but the town's surplus of moderately priced units offsets this need.

Future Affordable Housing Needs

The calculations of expected future housing above projects the number of housing units needed in Dayton between 2000 and 2015 at 270 units. Maine's Comprehensive Planning statutes mandate that local Comprehensive Plans ensure that at least 10% of new housing units in each

municipality are targeted for affordable housing. Applying that standard to the expected change of 270 units, this would translate to 27 affordable units over a 15-year period, or an average of 1.8 per year.

Planning Implications of Affordable Housing Needs

Dayton's attractiveness to increasingly affluent homebuyers is making the pursuit of housing more difficult for those who fall in the low to moderate-income range. Even many existing residents are, due to rising property tax bills brought on by soaring valuations, finding it increasingly difficult to remain in the town. Thus, the town needs to ensure that households of all income levels can live within its boundaries.

Adding together the current gap of affordable units and the expected future need, Dayton would need to add an estimated 82 affordable units by 2015. This translates to an average of about five units per year over a 15-year period. These units may cover many different types of housing, including single-family homes, accessory dwellings, assisted living apartments and mobile homes.

KEY FINDINGS: HOUSING AND ECONOMIC DEVELOPMENT

- Population growth in Dayton during the 1990s far exceeded expectations, and Dayton became the fastest growing Town in Southern Maine during the 1990-2000 period.
- Unlike much of the surrounding region, Dayton's population growth is being driven as much or more by the in-migration of families with children than by attracting older households with no children.
- New residents tend to be better-educated and more affluent than the pre-existing base of residents. The influx of affluent professionals has made Dayton's median household income the highest in its sub-region.
- Population growth in Dayton is expected to continue at a rapid pace well into the future.
- Dayton is primarily a commuter town for the Portland-Biddeford corridor, as most working residents work in that area. Dayton has become increasingly popular with Portland-area commuters since 1990.
- There is very limited rental housing stock in Dayton, as 87% of housing units are owner-occupied.
- Housing construction in Dayton has remained relatively steady from 1990 through 2003, with about 15-20 units added in the Town per year over that period.
- Housing affordability in Dayton is worsening, even as the Town's income level increases. Housing prices continue to rise at a rapid pace.
- Dayton is expected to add about 750 new residents between 2000 and 2015. This translates to around 270 new housing units, equal to what housing growth would be if the Town reached its existing building cap of 18 units per year each year during that period.
- In order to meet its fair share of the region's affordable housing need, about 80 new units need to be added through 2015 for low to moderate-income households. This averages out to about five per year.

A. HOUSING POLICIES AND STRATEGIES

State Goal: Encourage and promote affordable housing: seek a minimum of 10% of new housing as affordable.

Town Goal: Diverse housing development allows people of all ages and needs to live in Dayton.

Policy #1: Use cluster development to promote affordable housing in growing areas of Dayton

Strategy 1: Revise cluster development provisions in Land Use ordinance

A strong cluster development program in Dayton will help the Town fulfill many of its needs: affordable housing, protection of natural resources, preservation of rural character, recreation and protection of property rights. Cluster development is an integral part of the Comprehensive Plan's recommendations, and many other recommendations throughout the plan follow on this strategy.

Responsibility: Planning Board

Time Frame: 2005

Strategy 2: Offer density bonuses for clustering in growth and rural areas to allow smaller lots and lower lot prices

See Land Use chapter for details

Strategy 3: Ensure that preserved land from clustering will be interconnected with other preserved land

Cluster development is most effective at providing recreational opportunities and at protecting natural resources when the open spaces it creates are linked to other open spaces. It is therefore recommended that the cluster development ordinance contain a provision that states: "where possible, open spaces created by cluster development shall connect to other recreational land."

Responsibility: Planning Board

Time Frame: 2005

Policy #2: Enact flexible standards for accessory and multi-family dwellings

Strategy 1: Allow accessory dwellings for immediate family members in all parts of the Town and do not count them as part of the overall density

Enacting this strategy will require defining an "immediate family member." The suggested definition is the same as the definition of "person related to the donor" from state subdivision law, which reads: "a spouse, parent, grandparent, brother, sister, child or grandchild related by blood, marriage or adoption."

Responsibility: Planning Board

Time Frame: 2005

Strategy 2: Exempt accessory units for immediate family members from the rate of growth ordinance (growth cap)

Responsibility: Planning Board

Time Frame: 2005

Strategy 3: Define accessory dwellings in ordinance:

The Zoning Ordinance presently contains a definition for “accessory use or structure,” but does not elaborate on what constitutes an accessory dwelling. The following standards are recommended for accessory dwellings:

- Maximum unit size of 1,000 square feet
- Must be part of single-family structure or outbuilding such as a garage or barn
- May only be occupied by immediate family member (see above definition)
- May not be rented, leased or sold
- Must have at least one dedicated parking space

Responsibility: Planning Board

Time Frame: 2005

Strategy 4: Allow higher densities for multi-family development in growth areas

See Land Use chapter for details

Policy #3: Encourage development of senior housing and assisted living units

Strategy 1: Allow senior housing and assisted living in all parts of the Town

Responsibility: Planning Board

Time Frame: 2005

Strategy 2: Exempt senior housing and assisted living units from the rate of growth ordinance (growth cap) for a five-year period

Responsibility: Planning Board

Time Frame: 2005

Strategy 3: Prohibit future use changes of senior and assisted units to other types of multi-family housing

Responsibility: Planning Board

Time Frame: 2005

Policy #4: Ensure that at least 10 percent of new housing units in Dayton are affordable

Strategy 1: Define “affordable” by using Maine State Housing Authority’s moderate income definitions for York County as a threshold

Affordability in housing is not only often hard to define—it is also a moving target that changes with each passing year. Each year, the Maine State Housing Authority issues new data on household income, home prices and affordability for York County. As defined in the inventory, moderate-income households are those earning below 120% of the county’s median income level, which would be about \$60,000 at the county’s 2003 median household income level of \$48,522. Using the income to home value ratio of 33.75%, the maximum home value for an affordable unit is defined as \$178,000. This threshold figure needs to be updated annually as new data are released.

Responsibility: Planning Board, with assistance from Southern Maine Regional Planning Commission

Time Frame: Ongoing

Strategy 2: Coordinate with non-profit housing developers to acquire land in growth areas for affordable housing development

Affordable housing is often hard to achieve in southern Maine given the fact that rising land values in the area are contributing to rising housing costs. It is rarely feasible for for-profit developers to build units that are attainable by low or moderate-income buyers. Non-profit developers are often better equipped to build such units. Some non-profit developers that may be appropriate to contact are:

- Avesta Housing, Portland (formerly York-Cumberland Housing)
- Caleb Affordable Housing Foundation, Saco
- Residential Initiatives for Maine, Bath
- The Housing Partnership, Portsmouth
- York County Habitat for Humanity, Kennebunk

Responsibility: Board of Selectmen

Time Frame: Ongoing

Strategy 3: Exempt from the growth cap a certain number of set-aside affordable units or lots in new residential developments

This strategy provides an incentive for developers of new residential subdivisions to increase the town's supply of affordable housing. It allows any development containing five or more lots to set aside one or more lots or units for sale to a household that earns below 120% of York County's median income level. The set-aside unit(s) would then be exempted from the growth cap. The recommendation is that, for each additional 10 lots above the five-lot minimum, another affordable unit may be exempted from the growth cap, with a maximum of five such units per development. The proposed arrangement works like this:

Number of Lots/Units	Max. No. of Exempted Units
0-4	0
5-14	1
15-24	2
25-34	3
35-44	4
45+	5

Responsibility: Planning Board

Time Frame: 2005

B. ECONOMIC DEVELOPMENT POLICIES AND STRATEGIES

State Goal: To promote an economic climate that increases job opportunities and overall economic well being.

Town Goal: The tax base grows in a manner that protects rural character and the viability of both existing and new businesses

Policy #1: Encourage home occupation businesses

Strategy 1: Allow broad range of home occupations in all parts of town

Current ordinance language limits home occupations to “not more than two persons outside the family.” However, since the purpose of home occupation limits is to minimize impacts on residential areas, this limit could be raised. The recommendation is to allow up to five employees in home occupation businesses, as long as they are not retail businesses.

Responsibility: Planning Board

Time Frame: 2005

Strategy 2: Ensure that dimensional standards in land use districts do not restrict home occupations

Maximum lot coverage for residential uses in Dayton’s rural areas is 5%, but is 10% for non-residential uses. Allowing home occupations to go up to the non-residential coverage limit potentially allows more flexibility for property owners who seek to have home occupations.

Responsibility: Planning Board

Time Frame: 2005

Policy #2: Limit intensive commercial and industrial development to appropriate areas

Strategy 1: Restrict large-scale commercial and industrial development to growth areas

See Land Use chapter for details

Strategy 2: Allow only smaller-scale commercial, agricultural-related and light industrial development in rural areas

See Land Use chapter for details

Policy #3: Explore ways to build tax base through regional cooperation

Strategy 1: Invest in cooperative industrial park, either in Dayton or in another community

Two of the strongest sentiments expressed during the comprehensive planning process were concepts that appear to be at odds with one another: build commercial tax base and protect rural character. Many other rural communities in southern Maine face the same concerns as Dayton, but few have the transportation access and infrastructure necessary to conduct larger-scale business development activities. Dayton itself has no public utilities and limited transportation accessibility.

A strategy that would allow Dayton to pool its resources with other similar towns for mutual benefit would be to develop a regional business park, in which many towns act as

investors in a single development. This model is already being realized by the FirstPark project in central Maine, a project in which 33 municipalities pooled resources to develop the park in exchange for sharing the property tax revenues that it will generate. Other towns in the region have expressed interest in this idea and it is in Dayton's best interest to become an advocate for this concept.

Responsibility: Board of Selectmen

Time Frame: 2006-2007

Strategy 2: Advocate for regional revenue and cost-sharing arrangements with other members of the Ten Town Group

Beginning in 2003, Dayton joined with nine other rural York County towns to begin an ongoing dialogue regarding opportunities for regional cooperation. This effort resulted in the creation of the Ten Town Group. The Group meets regularly and has already discussed ways to achieve efficiencies through sharing of facilities, equipment and purchases. The Comprehensive Plan endorses these efforts and recommends that Dayton's Selectmen continue to be strong supporters of them.

Responsibility: Board of Selectmen

Time Frame: Ongoing

Policy #4: Ensure long-term stability of existing businesses

Older businesses in Dayton may need to expand in order to survive. The two strategies listed under this policy are aimed at giving existing businesses an advantage in remaining competitive.

Strategy 1: Define "established businesses"

The suggested definition of an "established business" is: "any business enterprise that has been in continuous operation in the Town of Dayton for five (5) or more years."

Responsibility: Planning Board

Time Frame: 2005

Strategy 2: Allow established businesses to expand by up to double the maximum size otherwise allowed for new businesses

To help established businesses expand they may need to be allowed to expand to a size that exceeds maximum lot coverage. As such, allowing businesses that have been in Dayton for more than five years to expand to as much as twice the maximum size for new businesses would give them more flexibility.

Responsibility: Planning Board

Time Frame: 2005

Strategy 3: Increase maximum square footage for businesses in growth areas

One of the central goals of this Plan is to direct commercial and industrial development to the growth areas defined in Chapter 5. Raising the allowable lot coverage for non-residential uses in growth areas to 50% from the present levels would allow both existing and new businesses to develop to greater densities in these locations.

Responsibility: Planning Board

Time Frame: 2005

Policy #5: Attract new business investment by local entrepreneurs

Strategy 1: Create Tax-Increment Financing District and offer short-term reductions on property and equipment taxes to new businesses

Dayton's rising residential property tax burden is a primary concern of this Plan. In order to help attract businesses to the town, it is recommended that modest financial incentives be offered. To offer these incentives, it is recommended that the Town create a Tax-Increment Financing (TIF) district within its Mixed Use growth area (see Future Land Use Plan in Chapter 5).

The recommended incentives are in the form of short-term reductions in real property and business equipment taxes, with the abatement being pegged to the following sliding scale:

Year of Operation	Percent of Taxes Waived
1	25%
2	20%
3	15%
4	10%
5	5%
6 and after	0%

This incentive expires after five years. After that period, a business becomes defined as an established business (see Strategy II.A.4.2) and may expand beyond the maximum size for new businesses. Thus, the overall economic development program is aimed at attracting and retaining businesses.

Responsibility: Board of Selectmen

Time Frame: 2005

Strategy 2: Lower minimum lot sizes for commercial and industrial development in growth areas

See Land Use chapter for details

Strategy 3: Allow commercial uses as part of cluster developments in rural areas under certain conditions:

As part of the revisions to the cluster development standards, more flexibility is needed to allow commercial developments in appropriate locations. It is recommended that mixed-use cluster developments be explicitly allowed in rural areas as long as the following conditions are met:

- Commercial parcels must front on existing public road
- Commercial parcels must be adequately buffered from residential uses and open spaces
- Commercial uses would still be restricted to uses otherwise allowable in rural areas

Responsibility: Planning Board

Time Frame: 2005

Strategy 4: Enable the use of contract zoning for special cases

Municipal governments often find themselves in the position of reviewing a project that is seen as a positive contributor to the community and its tax base, but that simply cannot be realized under existing zoning restrictions. To prepare for such an instance, it is recommended that revisions to the Town of Dayton's Zoning Ordinance incorporate language that permits the use of contract zoning.

Responsibility: Planning Board

Time Frame: 2005

Chapter 3 – Public Facilities and Services

One of the main reasons for conducting a comprehensive planning process is for a community to determine the best uses of its public resources. This section summarizes the inventory of public facilities and services of the Town of Dayton, as well as the Town's ability to take in and spend its revenues.

There are five sections within this chapter. The first, Fiscal Capacity, outlines the recent history of revenue and expenditure trends in Dayton, changes in assessment and tax rate, and the ability to take on debt for future capital investments. The remaining sections deal with the specifics of Dayton's existing situations regarding Transportation, Public Safety, Education, and Town Facilities and Services.

FISCAL CAPACITY

Introduction

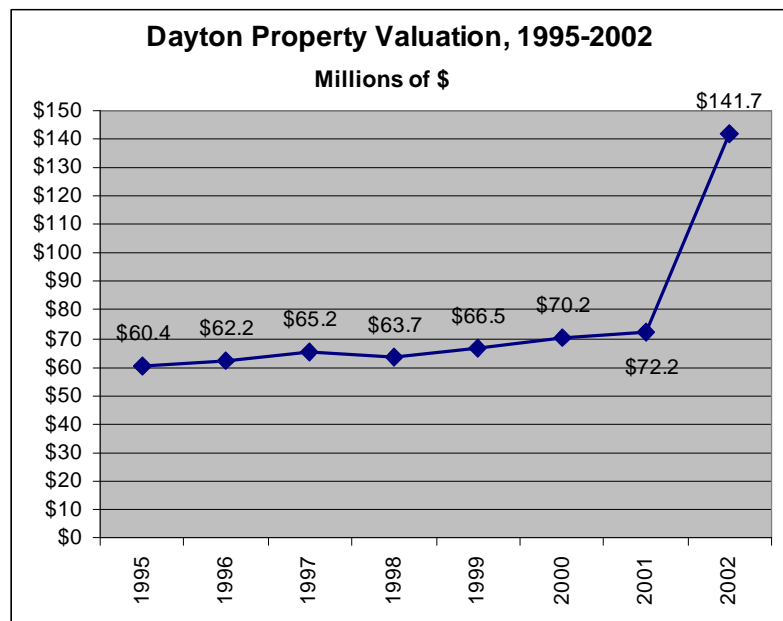
Understanding the fiscal capacity of Dayton is critical to assessing its ability to accommodate and plan for future growth. This section examines recent trends and expected future changes in the Town's valuation, tax rate, public revenues and expenditures, and its ability to carry debt.

Real Property Valuation

Real property valuation is calculated each year by both the State of Maine and the Town of Dayton. Maine laws state that, if the total property value reported by a municipality drops below 70 percent of the state's valuation for that town, the town must conduct a revaluation. Typically, this only happens in towns experiencing very large increases in property value.

After experiencing slow and stable valuation growth between 1995 and 2001, a townwide revaluation was conducted in 2002. The result of the revaluation was that the Town's property value jumped in one year from \$72.2 million to \$141.7 million—an increase of 96%. The revaluation increased the Town's land value by 113% and building value by 83%.

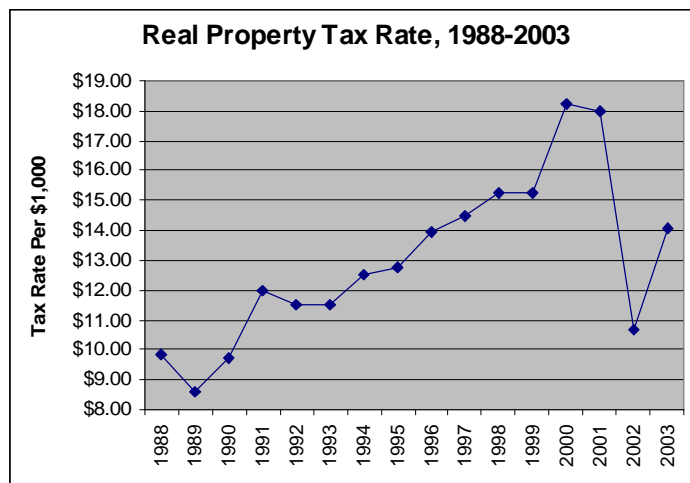
As a result of the revaluation, Dayton's own property valuation in 2002 was 155% of the state's 2002 valuation of the Town of \$91.3 million. Even the 2003 state valuation of \$104.7 million



lags far behind the Town's 2002 valuation. The ratio of Dayton's 2002 valuation to the state's 2003 valuation is still 135%.

Real Property Tax Rate

The chart to the right shows Dayton's real property tax rates for the period covering 1988 through 2003. Over the past 15 years, the town's tax rate has fluctuated considerably, from a low of \$8.60 per \$1,000 in taxable valuation in 1989 to as high as \$18.25 in 2000. Since 2000 the rate has come down, bottoming out at \$10.70 in 2002 before rising again to \$14.05 in 2003.



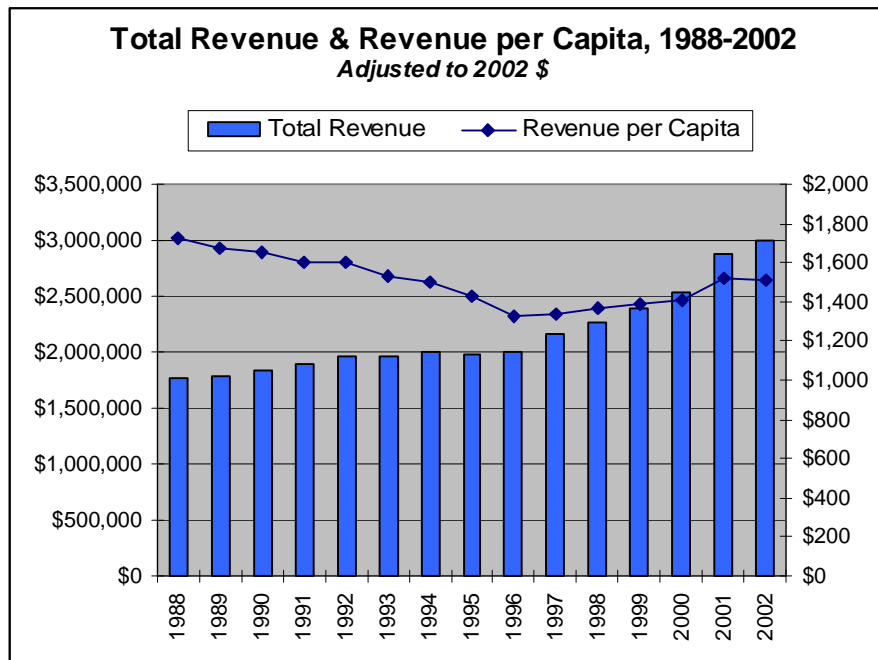
Full Value Tax Rate

The municipal real property tax rate set by a town is a reflection of many factors, including property value change, spending priorities, inflation, policy decisions, state and federal aid, and public perception. Because the tax rate of a town is subject to outside influence, a more accurate measure of how the tax rate is truly affected is the equalized tax rate, also known as the "full value tax rate."

The full value tax rate is calculated by dividing a town's annual financial commitment from its budget into the state valuation of the town for that year. According to the Maine Municipal Association, Dayton's Full Value Tax Rate as of 2001 (the most recent year reported) was \$14.26. This is far lower than the Town's actual 2001 property tax rate of \$18.00. However, thanks to the revaluation, Dayton's 2002 property tax rate of \$14.05 is much more in line with the full value tax rate.

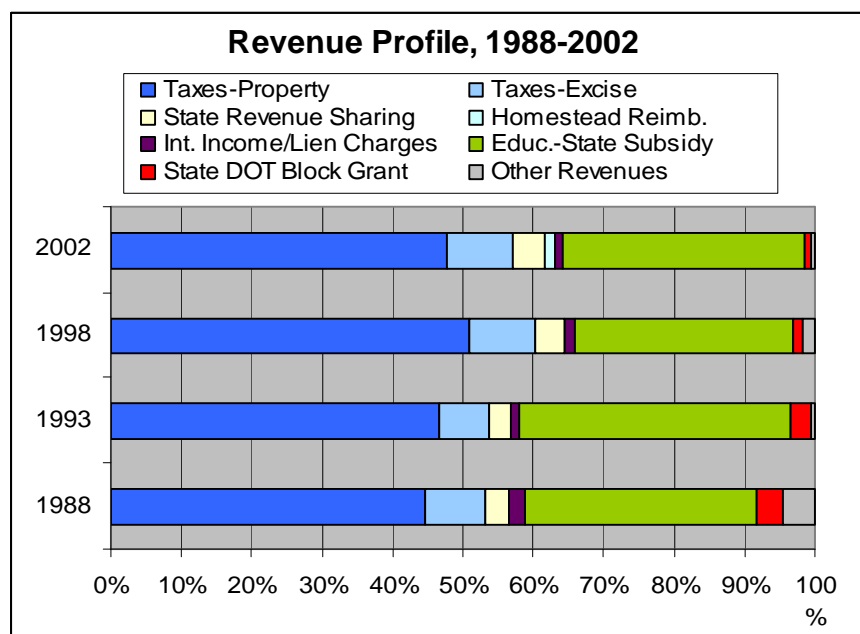
Revenues

In 2002, the Town of Dayton collected a total of \$2.99 million in revenues for its General Fund. This averages out to about \$1,506 per resident of the town. As shown in the chart below, the total revenue taken in by the Town grew by about 3.9% annually between 1988 and 2002, assuming an annual inflation rate of 3%. In 2002 dollars, Dayton's 1988 revenue figure was \$1.76 million. However, the amount of revenue taken in per capita in 2002 dollars actually dropped. This amount was \$1,720 in 1988.



The chart below compares the breakdown of Dayton's General Fund revenue by major source in 1988, 1993, 1998 and 2003. As is the case with most Maine municipalities, property taxes account for a major share of the town's revenue. As of 2002, about 48% of Dayton's revenues came from local property taxes and another 9% was from local excise taxes. These levels are roughly equal with 1988 figures (45% and 9%, respectively).

Other than property taxes, the Town's largest revenue source is State education subsidies. This category accounted for 34% of Dayton's revenues in 2002; its share has historically been between 30% and 40% of the Town budget.

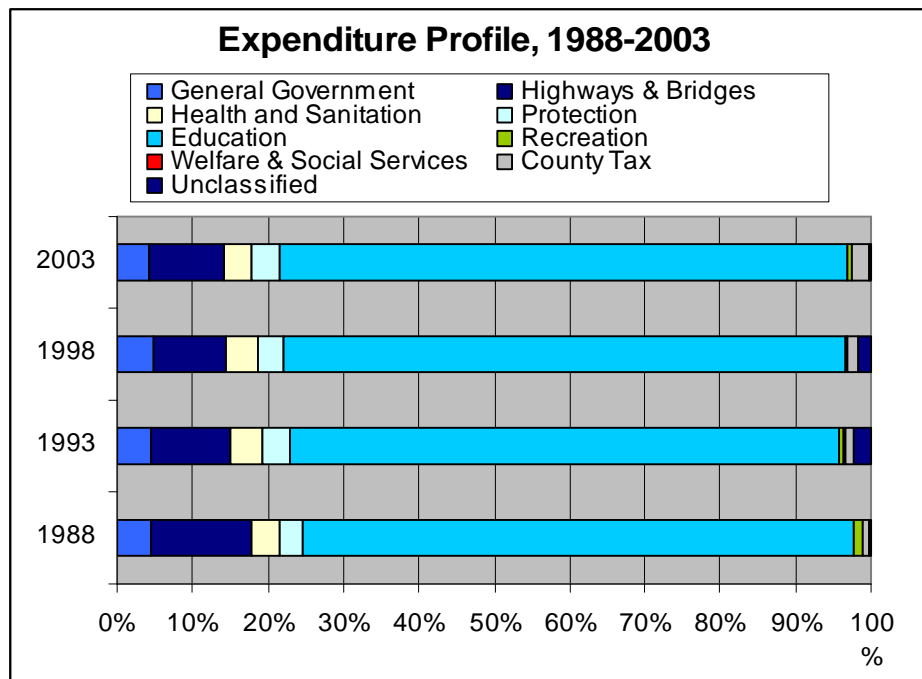


Expenditures

The volume of Town expenditures in Dayton has more or less followed the revenues, as the Town has kept its budget balanced. The total amount of expenditures increased over time from \$1.77 million to \$2.99 million, expressed in terms of 2002 dollars and again assuming an annual inflation rate of 3%. This translates to an annual real growth rate of 3.8%.

The chart below profiles expenditures in Dayton by category. The overwhelming share of the Town's budget goes towards education; in 2003, 76% of all Town spending went for this purpose. This share is higher than in most other York County towns, as the typical town budget in the region only puts between 60% and 65% towards education. Dayton's higher share of school spending is due largely to the fact that, as such a small town, it offers fewer town services than do many of its neighbors. For example, Dayton has no library, few town buildings to maintain, and few full-time Town employees.

The only expenditure category that accounts for more than 10% of the Town budget is Highways and Bridges, which represented 10.1% of all Town spending in 2003. No other budget category represents more than 5% of total spending.



Debt Load

As of Fiscal Year 2003, the Town of Dayton had outstanding debt obligations of \$347,972: \$117,950 for the Goodwin's Mills Fire Station, \$150,000 for the Town's new salt shed and \$80,022 for a new modular building at the Dayton Consolidated School. The school debt will not take effect until July, 2005, but the Town is already obligated to pay it.

By state law, a municipality must not allow its debt service obligations to exceed 7.5 percent of its total state valuation. Comparing this level with the Town's 2003 valuation of \$125,950,000, Dayton could take on up to \$9.45 million in long-term debt—about \$9.1 million above its current long-term debt level. Using an assumed interest rate of 4.75% on a 20-year municipal bond, this bond amount would translate to annual payment of interest and principal of \$714,800.

While the Town is legally able to borrow that much, doing so would present a large burden to the Town. If Dayton were to take on \$714,800 in annual debt service obligations, the Town's annual budget would have to increase by 24% over its current size of \$2.99 million. Combining the fact that Dayton's mill rate is already quite high for a small town with a limited government with the uncertainty of the state's property tax reform situation, Dayton is not able to borrow a great deal more money at this point in time.

TRANSPORTATION

Transportation provides the connection between people and resources. In Dayton, transportation options are almost entirely limited to the automobile for moving people to and from places of employment, education, and enjoyment. Similarly, the movement of goods into, out of, and through town is heavily dependent upon trucks. As such, the condition, safety, and effectiveness of the town's road network is an important consideration for this Comprehensive Plan Update. This transportation inventory collects the information necessary to develop a plan of action for Dayton's future transportation system.

Population and Commute Trends

Nearly half of the entire state's growth in population between 1990 and 2000 occurred in York County, placing a tremendous burden on the regional transportation network. Dayton has been experiencing residential growth and increased commute times as outlined in Table 1.

Table 1: Regional Population and Commute Time Patterns

	1990 Population	1990 Commute Time	2000 Population	2000 Commute Time	Population Change 1990-2000	Commute Time Change 1990-2000
<i>Dayton</i>	<i>1,197</i>	<i>25.1</i>	<i>1,805</i>	<i>30.3</i>	<i>608</i>	<i>5.2</i>
Arundel	2,669	18.5	3,571	23.7	902	5.2
Biddeford	20,710	17.9	20,942	21.9	232	4.0
Buxton	6,494	26.1	7,452	29.7	958	3.6
Hollis	3,573	27.7	4,114	29.2	541	1.5
Lyman	3,390	27.0	3,795	29.6	405	2.6
Saco	15,181	20.3	16,822	22.4	1,641	2.1
Waterboro	4,510	31.1	6,214	34.3	1,704	3.2
York County	164,587	21.8	186,742	25.8	22,155	4.0

Source: 1990 and 2000 U.S. Census

Table 2 shows the U.S. Census' Workflow estimates. Although the bulk of Dayton workers commute to Portland or Biddeford, almost 100 residents work in town.

**Table 2: Workplaces of Dayton Residents in 2000
(20 or more Workers)**

Workplace	Number of Commuters	Percentage of Commuters
Portland	178	18.2%
Biddeford	139	14.2%
Dayton	94	9.6%
Saco	83	8.5%
South Portland	81	8.3%
Scarborough	52	5.3%
Kennebunk	37	3.8%
Westbrook	32	3.3%
North Berwick	25	2.6%
Sanford	24	2.5%
Kittery	21	2.1%

Source: 2000 U.S. Census

As is the trend in most communities, most of the people that work in Dayton also live in town. Table 3 shows the residences of those employed in Dayton.

**Table 3: Residence of People that Work in Dayton
(10 or more Workers)**

Residence	Number of Workers	Percentage of Commuters
Dayton	94	26.8%
Sanford	42	12.0%
Biddeford	34	9.7%
Lyman	16	4.6%
Wells	14	4.0%
Waterboro	13	3.7%
Hollis	12	3.4%
Saco	11	3.1%

Source: 2000 U.S. Census

The majority of Dayton workers commutes by automobile, with almost 16% of the commuting population carpooling. The second largest group of workers in the town work at home.

Table 4: Mode of Transportation for Dayton Commuters 16+

Mode of Transportation	Number of Commuters	Percentage of Commuters
Drove alone	442	73.4%
Carpooled	96	15.9%
Public transportation (incl. taxi)	4	0.7%
Bicycled or walked	15	2.5%
Motorcycle or Other means	14	2.3%
Worked at home	31	5.1%

Source: 2000 US Census

Passenger transportation in Dayton is limited to rides provided by appointment from the York County Community Action Corporation (YCCAC) for medical, shopping, and miscellaneous trips to the Biddeford/Saco area. However, there are transportation options nearby. Amtrak's Downeaster Train Service stops in Biddeford and Saco. The ZOOM/Shuttlebus provides express passenger service from the Biddeford Exit 32 and Saco Exit 36 park-and-ride lots to destinations in the Portland Metropolitan area. Mermaid Transportation, a private transportation service, also offers pick up service at the Exit 32 park and ride lot in Biddeford for commuters traveling to the Portland International Jetport, Pease International Airport, Manchester Airport, and Boston Logan Airport.

In Lyman, there is an informal park and ride lot on Route 35 at the Lyman Community Church. A recent study on Maine's Park and Ride Lot System found that the Lyman lot was underused. The study noted that there currently is no signage at the lot that notifies commuters about the lot's availability for carpooling or vanpooling. The study also noted that the Biddeford Exit 4 park and ride lot was near capacity.

Roadway Inventory

The road system in Dayton consists of a State highway (Route 5), State-Aid highways (Route 35 and South Street), Reservation roads, town roads, and private ways.

On the State Highway (Route 5), the town has neither maintenance nor construction responsibility, while on the State-Aid highways (Route 35 and South Street), the town has winter plowing and sanding responsibility only. The Town conducts year-round maintenance on the remaining town roads. Figure 1 shows the jurisdiction of the town's road network. The cost for the repair, reconstruction, and maintenance of the road network is one of the town's largest expenses. Dayton does not currently have a Pavement Management System in place to identify and prioritize roadway improvements on local roads.

The Maine Department of Transportation's (MaineDOT's) 2004-2009 Six-Year Plan lists reconstruction of Route 5 and Route 35. Additionally, Dayton is listed as part of the Rural Road

Initiative, a program in which Dayton would provide 1/3 of the cost of reconstruction projects on Minor Collector highways (South Street) as local match.

Bridge Inventory

There are eight (8) publicly owned bridges that carry motor vehicles in town. Responsibility is determined by the Maine Department of Transportation's (MaineDOT's) Local Bridge Program, which became law in July of 2001. Bridges of at least 20 feet in length on town or state-aid roads are the responsibility of MaineDOT. Minor spans, which are bridges that are at least 10 feet but less than 20 feet in length, that are on town roads are the responsibility of the municipality. If a minor span is located on a state or state-aid road, maintenance responsibility falls with MaineDOT. As such, the Town of Dayton is responsible for the maintenance of five (5) bridges as indicated in Figure 1.

MaineDOT inspects all Bridges and Minor Spans on public ways every two years in accordance with the Federal Highway Administration (FHWA) and MaineDOT's Bridge Management Coding Guides. The inspections result in a Federal Sufficiency Rating (FSR) for each bridge, which is calculated by analyzing the condition of each of the bridge's components, such as the deck, the substructure, the superstructure, etc. Table 5 describes the FSR scale.

Table 5. Federal Sufficiency Ratings

FSR Range	Condition Description	FSR Range	Condition Description
90-100	Excellent	40-49	Poor
80-89	Very Good	30-39	Serious
70-79	Good	20-29	Critical
60-69	Satisfactory	1-19	Imminent Failure
50-59	Fair	0	Failed

Source: MaineDOT Bridge Management Division

If the FSR on a state-owned bridge located on a state or state-aid highway is less than 50, the bridge may qualify for federal funding, depending upon the individual condition ratings of the bridge's various components. As indicated in Table 6, bridge number 5259 (on Dyer Road at the Hollis Town Line) may qualify for these federal funds.

Table 6. Publicly Owned Bridges in Dayton

Bridge #	FSR	Owner	Custodian
1281	97.9	Municipal	Municipal
1284	85.9	Municipal	Municipal
1300	73.7	Municipal	Municipal
1348	97.9	Municipal	Municipal
2105	76.6	MaineDOT	MaineDOT
3136	71.6	MaineDOT	MaineDOT
5259	45.2	Municipal	Municipal
5371	65.0	MaineDOT	MaineDOT

Source: MaineDOT Bridge Management Division

Traffic Volumes

Traffic counts measure the number of vehicles traveling by a fixed spot in a given time period. Typically, a volume is recorded every 15 minutes and totaled for the day. The Maine Department of Transportation (MaineDOT) regularly counts traffic throughout the state. The most recently available counts for Dayton are shown in Table 7.

Table 7: Historical Traffic Volumes, Average Annual Daily Traffic (AADT)

	1995	1997	2000
Route 5 East of Route 35	3,360	3,340	3,520
Route 5 West of Route 35	3,270	3,140	3,680
Route 35 South of Route 5	3,260	3,530	3,890
Route 35 North of Route 5	1,990	1,780	2,140
Buzzell Road Southeast of Murch Road		370	390
Murch Road Northeast of Buzzell Road		250	270
Hight Road Northeast of Route 35	490	370	490

Source: Maine Department of Transportation

Functional Classification

The functional classification of a road reflects the balance between providing mobility versus providing access to abutting property. The Maine Department of Transportation (MaineDOT) uses Federal Functional Classifications to prioritize and assign funding as well as design road improvements. These classes are determined based on a statewide network of highways and include arterials, collectors, and local roads.

Design choices for highway projects typically depend upon the road's functional classification. For example, arterials, which serve primarily through traffic and often carry heavy vehicles, will typically have thicker pavement, wider lanes and shoulders, increased sight distance, minimal horizontal and vertical curves, and limited access points or curb cuts. Local roads tend to be narrower, windier, and more accessible from abutting property. Figure 2 displays the current federal functional classification of Dayton's roads.

While the federal functional classification system is useful for understanding the regional function of road networks, the local municipality may also find it beneficial to assign functional classes to the local highway system for planning and design purposes. Often times, what is considered a collector road to the State may be considered an arterial road to the local community. Likewise, a state recognized local road might be considered a collector road to Dayton residents. Local modifications to federal functional classifications are typically based on historical increases in traffic volume and the need to accommodate anticipated future growth. Figure 2 identifies Hollis Road and River Road as "Local Roads Functioning as Collectors."

Pedestrian & Bicycle Facilities

A half-mile walk is typically considered walking distance, although many people feel comfortable walking up to one mile. There are not currently any sidewalks in Dayton. Figure 3 illustrates half-mile and one-mile radii around the Dayton School and the Cousens Memorial School and Community Library in Lyman. Sidewalks, bikeways, and/or off-road facilities may be appropriate within these circles. Figure 3 also depicts the Saco River Bike Tour, which was developed by MaineDOT, in conjunction with experienced Maine Cyclists and leading state cycling organizations. This scenic tour (and 20 others within the state) is identified on the Maine Department of Transportation's (MaineDOT's) Bike Map, although not signed on the road.

Any segment of road having a paved shoulder of at least 4 feet in width is generally considered appropriate for bicycle travel. Road segments in Dayton meeting this criteria are represented in Figure 3. According to MaineDOT's policy for paving shoulders, any highway improvement, reconstruction, or pavement preservation project on the portions of Route 5 and Route 35 as indicated in Figure 3 shall include paved shoulders because the Summer Average Daily Traffic exceeds 4000 vehicles.

Highway Safety

As indicated in Figure 4, the Maine Department of Transportation (MaineDOT) identified the intersections of Route 5 with Route 35 and Route 5 with Hollis and River Roads as High Crash Locations (HCLs) for the three-year period of 2000-2002. HCLs are intersections or road segments where 8 or more crashes with a Critical Rate Factor greater than 1.0 occur in a three-year period. The Critical Rate Factor (CRF) is the ratio of the actual crash rate to the expected rate (called the Critical Rate). The expected crash rate depends upon road type, vehicle miles traveled, and statewide crash ratios. This intersection of Route 5 with Route 35 has been identified as an HCL since at least 2000 for the three-year periods of 1998-2000, 1999-2001, and 2000-2002. It was the site of 13 crashes during each three-year period. The intersection of Route 5 with Hollis and River Roads was identified as an HCL for the three-year periods 1999-2001 and 2000-2002. Eight (8) crashes occurred in each of those time periods.

The Maine Department of Transportation (MaineDOT) adopted a set of access management rules in 2002 in response to the enactment of An Act to Ensure Cost Effective and Safe Highways in the State by the Legislature in 2000, which addressed arterial capacity, poor drainage, and the high number of driveway-related crashes. Any new or changed driveway or entrance on state and state aid highways located outside of urban compact areas must meet specifications described in the rules in order to obtain a permit from MaineDOT. The rules regulate sight distance, corner clearance, spacing, width, setbacks, parking, drainage, and mitigation requirements.

The rules are organized into a four-tier system with increasing regulation of driveways and entrances for roads with poorer mobility and safety. The following designations for roads in Dayton are represented in Figure 4.

1. Basic Safety Standards apply to all state and state-aid roads. (Route 5, Route 35, and South Street)

2. Major Collector and Arterial Standards provide more regulation for entrances only onto major collector and arterial roads. (Route 5 and Route 35)
3. Mobility corridors are non-urban compact corridors that connect service centers and/or urban compact areas and carry at least 5000 vehicles per day along at least 50% of the corridor's length. (none in Dayton)
4. Retrograde arterials are mobility corridors where the number of crashes related to a driveway or entrance exceeds the statewide average for arterials with the same posted speed. (none in Dayton)

Heavy Haul Truck Network

The *Heavy Haul Truck Network for the State of Maine*, prepared by Wilbur Smith Associates in 2001, identified, based upon current use, a network of roadways that serve the movement of freight by truck. In Dayton, Route 5 was identified as part of this system. As a result, Route 5 will likely require higher design standards and may have preference in funding choices.

Summary of Transportation Findings

- Commute times in Dayton have increased more (5.2 minutes in ten years) than in surrounding towns (1.5 – 5.2 minutes) and more than the York County average increase (4 minutes). Many (32.4%) of the workers residing in Dayton commute to Portland or Biddeford. Commuters rely heavily on automobiles for transportation with 73% driving alone to work and 16% carpooling.
- The reconstruction of both Route 5 and Route 35 is listed in MaineDOT's 2004-2009 Six-Year Plan. The Town may need to coordinate with MaineDOT on the design and scheduling of those projects. There may be opportunities to complement the reconstruction projects with local funding to provide additional amenities such as sidewalks, paved shoulders, and/or lighting should the Town wish to pursue those options.
- Bridge number 5259 (on the Dyer Road at the Hollis Town Line) is in "poor" condition and may qualify for federal funds due to its current Federal Sufficiency Rating. The Town will need to contact MaineDOT to determine eligibility. The remaining four (4) bridges for which the Town has maintenance responsibility are in "good," "very good," or "excellent" condition.
- Recent traffic counts are not available for Hollis Road or River Road. According to local knowledge, those roads are functioning as collector roads, likely carrying commuter traffic to Route 5 and then west to other state highways and the Maine Turnpike. The recent identification of the intersection of Hollis and River Roads with Route 5 as a High Crash Location (HCL) seems to substantiate that understanding. Traffic volumes should be recorded, the federal functional classification reviewed, and higher design standards considered for those two roads in order to meet the demand that it being placed upon them.
- Sidewalks, bikeways, and/or off-road facilities may be appropriate within a half-mile to one-mile radius of the Dayton School and Cousens Memorial School and The Community Library in Lyman. Coordination with MaineDOT will be needed for facilities on the state and state-aid highways. Similarly, discussions with Lyman should take place to enhance pedestrian and bicycle safety in the Goodwins Mills area.
- Route 5 was identified as part of the *Heavy Haul Truck Network for the State of Maine*, prepared by Wilbur Smith Associates in 2001. As a result, Route 5 will likely require higher design standards and may have preference in funding choices.

PUBLIC SAFETY

Fire and Rescue

Fire and rescue services in Dayton are provided by the Goodwin's Mills Fire-Rescue Department in Lyman. This department serves both towns from its station located on Route 35 in the village of Goodwin's Mills.

As of March, 2004, the Goodwin's Mills Fire-Rescue Department owns and maintains the following equipment:

Year	Make	Model	Pump Size	Tank Size	Condition	Value
2003	GMC	Brush Vehicle	500 gpm	130 gal	New	\$40,000
2001	Freightliner	Pumper	1250 gpm	1000 gal	Good	\$200,000
1999	Ford	Ambulance	NA	NA	Good	\$104,000
1994	Freightliner	Pumper	1250 gpm	1000 gal	Good	\$120,000
1987	Ford	Pumper	1250 gpm	1000 gal	Fair	\$100,000
1975	American LaFrance	Ariel Ladder	NA	NA	Fair	\$50,000
1953	Chevrolet	Antique	NA	NA	Good	\$20,000
Totals:			4250 gpm	3130 gal		\$634,000

Police

Dayton does not have a police department of its own. Police protection for the Town is provided by the York County Sheriff's Department and the Maine State Police. These departments provide patrols, traffic safety enforcement, and accident and criminal investigations.

The York County Sheriff reports that there were 410 calls for service originating from Dayton in 2003. This represents 1.8% of the 22,089 calls placed to the Sheriff from the 14 towns in York County that do not have their own police departments. Dayton had fewer calls than any other town in the county. The next closest towns in terms of fewest calls were Newfield (556), Cornish (567) and Parsonsfield (570).

Among the 410 calls, fewer than 10 were for violent crimes and fewer than 20 were for burglary or theft. The majority of calls were for automobile accidents, traffic stops, or minor crimes.

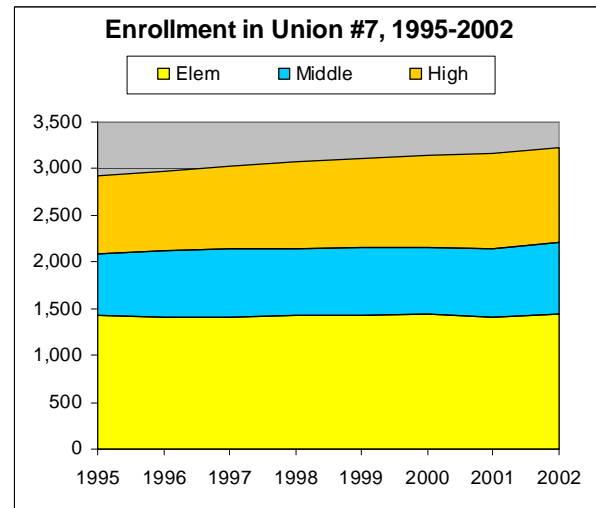
EDUCATION

Enrollment Trends

Dayton is part of School Union #7, along with the City of Saco. Students living in Dayton presently attend the Dayton Consolidated School for grades K-6, Saco Middle School for grades 7-8 and Thornton Academy for grades 9-12. There are discussions in progress to shift sixth graders from the Dayton Consolidated School to a middle school setting, either at Saco Middle School or another new facility.

As of the fall of 2002, there were a total of 3,231 K-12 students enrolled in the public schools of Union #7, with the 374 Dayton residents accounting for 11% of total enrollment.

Enrollment has risen among all three age divisions since 1995, with a total increase of 312 students, representing an enrollment increase of 11%. The biggest gains were in the high school population, as high school enrollment by residents of Dayton and Saco increased by more than 200. Middle school enrollment increased by 93 and district-wide elementary school enrollment went up by just 14 students.



Within Dayton, growth was strongest at the elementary level, as the number of K-5 students from Dayton went up 58% from 1995 to 2002. Gains in middle and high school enrollment were less pronounced. Interestingly, elementary enrollment from Saco residents actually dropped by nearly 10%. This fact highlights the trends of families with young children choosing to locate in Dayton over Saco and other larger communities.

October Enrollment in School Union #7, 1995-2002 Excluding Special Education

	Dayton Residents				Union Totals			
	K-5	6-8	9-12	Total	K-5	6-8	9-12	Total
2002	197	78	99	374	1,442	763	1,026	3,231
2001	177	70	99	346	1,410	738	1,004	3,152
2000	183	65	97	345	1,442	717	989	3,148
1999	164	61	92	317	1,427	730	945	3,102
1998	141	63	83	287	1,422	726	922	3,070
1997	135	66	73	274	1,413	735	878	3,026
1996	134	60	76	270	1,413	705	848	2,966
1995	125	63	69	257	1,428	670	821	2,919
No. Chg	72	15	30	117	14	93	205	312
% Chg	57.6%	23.8%	43.5%	45.5%	1.0%	13.9%	25.0%	10.7%

Source: Maine Department of Education

Capacity Issues

The Dayton Consolidated School is located at the intersection of Routes 5 and 35 and the Hight Road. It was built in 1950 to replace the school building that was lost in the 1947 wildfire that destroyed much of the Town's historic building stock. At its opening, it housed students in Grades 1-8 and had capacity for 80 students. Since its construction, two additions have been made to the building, one in 1976 and another in 1990. The 1990 addition raised the building's capacity to 150 at a time when the school's enrollment was at about 100. The building's total size is 17,170 square feet.

The town's population boom has stretched the school beyond its capacity. As of October 1, 2003, the school's enrollment level was at 247 students, putting it 97 students over its intended capacity. In response, four portable classrooms have been added on the campus and these classrooms now actually house more students than do the main building itself. Of these four portables, only one has bathrooms and running water, and none of them have air conditioning.

The Town of Dayton requested assistance in 2001 from the Maine Department of Education to build a 10-classroom addition to the school that would increase its capacity to 250 students, refurbish the existing building, and add a new gymnasium. Dayton was ranked as number 37 on the state's priority list, though. The state has historically funded about 10 projects each year, meaning that funding will likely not be available to the town until at least 2005.

With an urgent need to expand the school, the Town's voters were asked in November 2003 to approve a bond issue for the town to finance the construction of the addition on its own, but the referendum question was defeated by the Town's voters. The two major objections cited by opponents were:

1. High cost—the referendum question was requesting about \$4 million for the expansion and renovation project; and
2. Insufficient size of building—even with the expansion, the school would be at or over capacity as soon as it opened.

TOWN FACILITIES AND SERVICES

Town Office

The Town Office building is located on Route 35, just to the north of the intersection with Route 5 and Hight Road. It abuts the Dayton Consolidated School. The two-story building was constructed in 1978 and contains about 864 square feet of space. The building burned in 1981 but was rebuilt, and a handicapped access ramp was added to it in 1985.

The existing building contains two small meeting rooms and cannot accommodate meetings with more than about 20 people in attendance. Larger meetings (including Town Meeting) are held in the gymnasium at Dayton Consolidated School, but the gym does not offer good acoustics and is frequently booked for school events and recreational programs.

Solid Waste

Solid waste disposal is conducted by the Town of Dayton via curbside pickup. Solid waste products are delivered to the Maine Energy Recovery Corporation (MERC) incinerator in neighboring Biddeford. Recycling services are contracted to BBI Waste Industries, which takes recyclables to the Town's transfer station on Rumery Road. Currently, the Town does not offer pickup of white goods and other large household products, but the Board of Selectmen is exploring options.

From 1993-2002, the amount of solid waste produced by Dayton residents and businesses grew by 99%, which is about twice the town's rate of population growth during that period. The amount of non-recycled waste grew by 109%, reflecting a decline in Dayton's recycling rate.

According to Maine State Planning Office data, Dayton's recycling rate as of 2002 (the most recent year reported) was 12.1%. This compares very unfavorably with the State's recycling rate goal of 50% and marks a sharp decline from the Town's 20.2% rate as recently as 2000. Despite a jump in the overall amount of waste produced from 1997 to 2002 of 40%, the amount of recycled waste in Dayton during the same period fell by 41%. Clearly, Dayton needs to improve its recycling efforts.

Recreation

As of 2004, the Town of Dayton only operates two recreational programs: K-6 youth basketball and adult volleyball. Both of these programs are held at the Dayton Consolidated School gymnasium.

Dayton is also part of the Tri-Town Little League baseball program along with Arundel (Lyman is no longer part of this program, but the name was retained). The Tri-Town program offers leagues for children aged 5 to 13.

Beyond the Town limits, educational and recreational programs are available from many other sources in the area, including:

- Biddeford YMCA (Industrial Park and downtown locations)
- Biddeford Ice Arena
- Hollis Equestrian Center
- Various senior citizen programs in the Biddeford-Saco area
- Programs run by Saco Middle School and Thornton Academy

Library

Dayton has no public library of its own. Residents of Dayton are allowed to use libraries in several neighboring communities in exchange for annual user fees. Non-resident card fees enable Dayton residents to avail themselves of all services offered by these libraries, including borrowing books, periodicals, audio and video tapes, as well as internet access. These fees are typically set to equal the per capita taxes assessed to citizens of each of the towns for library services. Also, Dayton residents may use the Portland Public Library at no cost, as it is a state free library.

The Town of Dayton recently began to make annual contributions to the Hollis and Lyman libraries from its Town budget. For Fiscal Year 2005, this amount has been set at \$600 for each of these two towns, for a total appropriation of \$1,200.

Town Buildings and Lands

The Town of Dayton owns six properties and the total inventory of lands held by the Town is 45 acres. Two of the six properties are vacant and the other four contain Town-owned facilities.

There are six town buildings in all:

- **Town Office** – described above
- **Dayton Consolidated School** – described above
- **Town Garage** – Located on Route 5, just west of the intersection with Route 35, the Town Garage was built around 1960 and houses the town's snow plows and maintenance vehicles. The garage contains 1,728 square feet of space.
- **Transfer Station/Salt & Sand Shed** – The Dayton Transfer Station includes a new salt and sand shed that was built in 2003. This 6,000 square-foot facility has ample capacity for storing salt sand for winter road maintenance.
- **Old Salt Shed** – The new shed replaced the Old Salt Shed, a 936 square-foot building that was built around 1960.
- **The Old Franklin School** – This historic building dating from 1850 and its property are owned by the Town but managed by agreement by the Dayton Historical Society. It contains 790 square feet of space.

Licensing Agent

Dayton's town government acts as a licensing agent for automotive registrations, fishing licenses, animal registration and other types of licenses. These services are largely self-supporting, as the fees paid are designed to cover the costs of administration.

KEY FINDINGS: PUBLIC FACILITIES

Fiscal Capacity

- After many years of modest gains, Dayton's real property valuation nearly doubled due to a townwide revaluation in 2002.
- Despite the increasing property valuation, Dayton's tax rate has only declined slightly from the late 1990 and is far higher than it was in the early 1990s.
- More than three quarters of all public spending in Dayton goes towards public education—far more than other towns in the area spend. Part of the reason for the large share is that Dayton offers fewer town services than do many other towns in York County.
- The real growth rate (adjusted for inflation) in municipal spending from 1988 to 2002 was 3.9% annually.
- Though, by law, Dayton has ample debt capacity, its municipal budget is already strained and taking on a substantial amount of additional debt would be harmful to the Town at this time.

Transportation

- Commuting times in Dayton are rising faster than in other nearby towns as more Dayton commuters travel outside of York County to go to work.
- Dayton has a fairly high carpooling rate, as 16% of commuters carpool.
- Reconstruction projects on Routes 5 and 35 are in MDOT's 2004-2009 Six-Year Plan, and there may be opportunities for Dayton to coordinate local transportation projects with these efforts.
- The Dyer Road bridge over Cook's Brook is in poor condition. Dayton will need to coordinate with the Town of Hollis to upgrade this bridge.
- Traffic counts on many of Dayton's busiest town roads are outdated and need to be conducted to gain a full understanding of volume increases.
- Route 5 is part of the state Heavy Haul Truck Network and therefore may need higher design standards. However, its status may also give it preference in state funding decisions.

Public Safety

- Fire and police facilities and protection in Dayton appear to be satisfactory.
- Crime is very rare in Dayton—fewer calls for police service were placed in Dayton than in any other town in York County in 2003.

Education

- Public school enrollment by Dayton residents has been soaring in recent years. Despite the fact that Dayton only accounts for 11% of all students in School Union #7, 38% of enrollment growth in the Union from 1995-2002 came from Dayton students.
- Dayton Consolidated School is far over its capacity, but the Town is not likely to receive state in the immediate future to upgrade the school and a local bond issue to fund an expansion was defeated in 2003.
- As school enrollments continue to rise, Dayton needs to develop both short and long-term solutions to its school capacity issues.

Town Facilities and Services

- The Town Office is operating at far over its capacity and is no longer serving the Town effectively.
- The Town lacks an appropriate dedicated location for holding Town Meetings and other large civic and cultural gatherings
- Dayton's recycling rate of 11% lags far behind the state's goal of 50% and the Town must do more to boost its recycling efforts.
- Recreational and cultural programs in Dayton are very limited at this time and need to be expanded.

A. TRANSPORTATION POLICIES AND STRATEGIES

State Goal: To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.

Town Goal: To ensure safe and effective means of access within the Town of Dayton in a manner consistent with desired development patterns.

Policy #1: Provide safe and adequate roads in areas designated for growth while maintaining the rural character of town roads.

Strategy 1: Develop local road design standards to help direct growth in the locations identified in this Comprehensive Plan

Two separate design standards are recommended: one for areas designated for commercial and/or higher density residential growth and one for rural areas.

Responsibility: Planning Board and Road Commissioner

Time Frame: 2005

Strategy 2: Develop a transportation impact fee system

See also Strategy III.B.1.3

Impact fees are needed to generate revenue to pay for the upgrade of local roads that are functioning as collectors (Dyer Road, Hollis Road, and River Road) and roads that serve areas designated for commercial and/or higher density residential growth.

Responsibility: Board of Selectmen

Time Frame: 2005-2006

Strategy 3: Require the preservation of rights-of-way to abutting properties in growth areas

To improve accessibility, safety and mobility, areas designated for commercial and/or higher density residential growth need to allow for the future construction of service roads and/or connection of subdivision streets.

Responsibility: Planning Board

Time Frame: 2005

Strategy 4: Prohibit the paving of existing dirt and gravel roads for non-clustered development in rural areas

Non-clustered development in rural areas needs to be accomplished so as to have minimal impacts on rural character. Prohibiting paved roads from such developments would help preserve the rural identity of the surrounding area.

Responsibility: Planning Board

Time Frame: 2005

Policy #2: Coordinate with MaineDOT on the design and scheduling of improvement projects on state and state-aid roads.

Strategy 1: Continue to communicate to MaineDOT the Town's desire for paved shoulders on Route 35.

Responsibility: Board of Selectmen and Road Commissioner

Time Frame: Ongoing

Strategy 2: Support increased design standards along Route 5, especially within designated commercial zones, to accommodate the movement of heavy vehicles.

Responsibility: Board of Selectmen, Planning Board and Road Commissioner

Time Frame: Ongoing

Strategy 3: Plan for the required 1/3 local match for South Street improvement projects as needed.

Responsibility: Board of Selectmen and Road Commissioner

Time Frame: Ongoing

Strategy 4: Coordinate with MaineDOT in efforts to improve traffic movement in dangerous locations

Dangerous locations identified in the inventory and analysis are the two (2) designated High Crash Locations at the intersections of Route 5/Route 35 and Route 5/Hollis Road/River Road.

Responsibility: Board of Selectmen and Road Commissioner

Time Frame: 2005-2006

Policy #3: Implement a roadway management system for the locally maintained roadway network to plan for, prioritize, and finance improvement projects.

Strategy 1: Develop a roadway inventory and regularly update the condition of pavement and drainage structures.

Responsibility: Road Commissioner

Time Frame: 2005, ongoing

Strategy 2: Assign higher priorities to roadway improvements in areas designated for commercial and/or higher density residential growth.

Responsibility: Road Commissioner

Time Frame: 2005, ongoing

Policy #4: Monitor the condition of the five (5) bridges in Dayton for which the community has maintenance responsibility.

Strategy 1: Continue to coordinate with the Town of Hollis on improvements to bridge number 5259 (on the Dyer Road at the Hollis town line) as necessary.

Responsibility: Board of Selectmen and Road Commissioner

Time Frame: 2005-2006

Strategy 2: Communicate with MaineDOT's Bridge Management Division regarding the findings of their bi-annual bridge inspections and appropriate local funds for maintenance as necessary.

Responsibility: Board of Selectmen and Road Commissioner

Time Frame: Ongoing

Policy #5: Discourage the construction of traditional sidewalks in an effort to preserve rural character. Instead, support the construction of paved shoulders and/or paved or crushed stone pathways for use by pedestrian and bicyclists.

Strategy 1: Require developers to provide pathways in subdivisions.

Pathways are important in rural areas to improve pedestrian accessibility and safety. These facilities can be off-road or adjacent to the roadway system, but should be accessible for both pedestrians and bicyclists, inaccessible to motorized vehicles, and connected to any nearby facilities. Such pathways are envisioned as much more rural in nature, and not like paved sidewalks in urban areas.

Responsibility: Planning Board

Time Frame: 2005

Here are two illustrations of rural pathways:



Pathway built as paved shoulder



Pathway built as off-road facility

Strategy 2: Continue to communicate to MaineDOT the Town's desire for paved shoulders on Route 35.

Responsibility: Board of Selectmen and Road Commissioner

Time Frame: 2005-2006

Strategy 3: Consider constructing paved shoulders along town roads in areas designated for commercial and/or higher density residential growth.

Responsibility: Board of Selectmen and Road Commissioner

Time Frame: Ongoing

B. TOWN FACILITIES AND SERVICES POLICIES AND STRATEGIES

State Goal: To plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.

Town Goal: The town provides municipal facilities and services that meet the changing needs of Dayton's residents without creating undue tax burdens

Policy #1: Ensure that town government spending grows at a sustainable rate

Strategy 1: Conduct outreach effort to increase volunteer participation in Town government

Dayton's government is largely run by citizen volunteers and the Town has a very small staff of paid employees. As the Town continues to grow, additional volunteer support will be an essential part of limiting increased government spending.

Responsibility: Board of Selectmen

Time Frame: 2005-2006

Strategy 2: Establish five-year capital planning process and update annually

Responsibility: Board of Selectmen and Road Commissioner

Time Frame: 2005, ongoing

Strategy 3: Create and adopt an impact fee ordinance

See also Strategy III.A.1.2

Given the growing needs for public facilities in Dayton, new development must be made to pay its share of costs. An impact fee system is recommended to assess appropriate fees to new development to pay for public schools, open space and transportation.

Responsibility: Board of Selectmen, School Committee, Road Commissioner

Time Frame: 2005-2006

Policy #2: Achieve cost efficiencies through stronger regional cooperation

Strategy 1: Maintain cooperative Fire/Rescue services with Town of Lyman

Goodwin's Mills Fire and Rescue has served Dayton and Lyman well for many years and this cooperative arrangement is universally seen as a positive one.

Responsibility: Board of Selectmen, Goodwin's Mills Fire and Rescue

Time Frame: Ongoing

Strategy 2: Explore ways to improve regional solid waste disposal efforts

As Dayton and its neighbors all grow, solid waste disposal becomes an increasingly important issue. Dayton may be able to save money and have a better level of service by partnering with nearby communities for transfer station, curbside trash pickup and recycling services and facilities.

Responsibility: Board of Selectmen (as part of Ten Town Group)

Time Frame: 2005-2006

Strategy 3: Continue to invest in libraries in Hollis and Lyman

Dayton has committed funds in recent years to support libraries in the neighboring towns of Hollis and Lyman, as most town residents live reasonable close to these two libraries.

Given Dayton's small size and the substantial cost of starting up a library, it is preferable that Dayton continue to support established libraries in other towns.

Responsibility: Board of Selectmen

Time Frame: Ongoing

Strategy 4: Continue to explore options for regionalization of public schools

Dayton's school committee has already begun to explore opportunities for becoming part of a regional School Administrative District with Saco and Old Orchard Beach. Given the need for greater resources to maintain the functionality of the Dayton Consolidated School, regionalization may be a viable option. However, any regional arrangement must allow the Dayton School to continue to exist in some form, as it is an essential part of the town's identity.

Responsibility: School Committee

Time Frame: 2005-2006

Policy #3: Maintain and expand recreational programs and facilities for residents of all ages

Strategy 1: Acquire property for a town park and develop with active recreation uses

Dayton lacks active recreational facilities. A town park is needed to fill the need for recreation and should contain active uses such as ballfield, basketball/tennis courts, a skatepark, walking trails and picnic areas.

Responsibility: Board of Selectmen and Recreation Committee

Time Frame: 2006-2007

Strategy 2: Establish more youth athletic programs

Responsibility: Board of Selectmen and Recreation Committee

Time Frame: 2005-2006

Strategy 3: Develop recreational programs for adults and senior citizens

Responsibility: Board of Selectmen and Recreation Committee

Time Frame: 2005-2006

Strategy 4: Coordinate with private clubs to expand and maintain trail systems that respect the rights of landowners

Many private clubs own trails in Dayton and surrounding areas, but there is no coordinated, townwide or regional trail system. It is recommended that the town publish a map and guide of trails in Dayton and its surrounding towns that is made available to residents online and at Town Hall.

Responsibility: Board of Selectmen and Recreation Committee

Time Frame: Ongoing

Strategy 5: Maintain public water access to Saco River at Skelton Dam

Responsibility: Board of Selectmen and Recreation Committee

Time Frame: Ongoing

Policy #4: Maintain Dayton Consolidated School as the focal point of the community

Strategy 1: Conduct a study to better understand the short-term and long-term facility needs of the school

The 2004 modular addition to Dayton Consolidated School is a positive step that will address the short-term space needs of the school. As the school-age population in Dayton continues to grow, though, the need will grow as well. It is recommended that the School Board, whether independently or as part of a regional effort, continue to plan for the long-term needs of the school by undertaking a study that projects future enrollment and makes plans based on this information.

Responsibility: Board of Selectmen and School Committee

Time Frame: 2005

Strategy 2: Coordinate facility needs of the school with other Town government functions

The school is not the only town facility in need of upgrading—Town Hall is over capacity and recreational facilities are lacking. Operational and cost efficiencies may be achievable by having any new facilities serve multiple purposes. Recreational facilities, town meeting space, classrooms for adult education programs and parking lots can all be shared by the school and other functions of town government.

Responsibility: Board of Selectmen and School Committee

Time Frame: 2005-2006

Strategy 3: Continue to pursue state funding for expansion and renovation of the school

As Dayton continues to grow, the priority level of the school should continue to rise on the state's funding list. Dayton needs to continue to actively pursue state aid for the school's long-term expansion and renovation needs.

Responsibility: School Committee

Time Frame: 2005-2006

Policy #5: Maintain and expand Town facilities and services to serve a growing and changing population base

Strategy 1: Study short-term and long-term solutions for expanding or replacing Town Hall

Town Hall no longer meets Dayton's needs for office and meeting space. Furthermore, its present configuration does not offer much room for expansion. Thus, Town Hall needs to be either replaced or an annex needs to be built. This issue needs to be studied and, potentially, coordinated with the town's needs for school and park facilities as well.

Responsibility: Board of Selectmen

Time Frame: 2005-2006

Strategy 2: Continue to develop an official Town website

The Town website (www.dayton-me.gov) is currently under development. Once it is complete, it will need to be continually updated and modified so that it serves as an around-the-clock information source and bulletin board for residents. Town government will need to manage the website and appropriate funds for its operation and maintenance.

Responsibility: Board of Selectmen
Time Frame: 2005, ongoing

Strategy 3: Investigate the possibility of establishing public water supply in key growth areas

By lowering minimum lot sizes and frontage requirements in growth areas (see Chapter 5), commercial development should become more attractive in the central area of Dayton. Since the suggested growth area is located on top of a significant sand and gravel aquifer, the town would be much better able to protect the aquifer by developing a municipal water system. The Town of Lyman is already exploring creating its own municipal system in the Goodwin's Mills area, which abuts Dayton's growth area. It is recommended that Dayton work with Lyman to explore a cooperative water system.

Responsibility: Board of Selectmen
Time Frame: 2006-2007

Strategy 4: Encourage community water and sewer systems to serve cluster developments

The town's cluster development standards already require community water and sewer systems. However, given the current large-lot zoning even for cluster developments, these provisions have yet to be used by any developer in Dayton. By coordinating this strategy with the density bonuses (see Chapter 5) being suggested for cluster developments, community utility systems should gain favor with developers.

Responsibility: Planning Board
Time Frame: 2005

Strategy 5: Develop and distribute a Newcomers' Guide to Dayton

As Dayton continues to draw new residents, it is important to provide these newcomers with an overview of life in the Town. New residents need to understand that Dayton is still a rural place and that the noises, odors and other inconveniences caused by agricultural, forestry and excavation businesses are facts of life in Dayton. This guide should be distributed to all builders and realtors doing business in the Town to pass along to their clients. It should also be posted on the Town's website.

Responsibility: Board of Selectmen
Time Frame: 2005

Chapter 4 – Natural, Historic and Cultural Resources

WATER RESOURCES

Lakes and Ponds

Dayton contains no lakes or great ponds as defined by the Maine Department of Environmental Protection. A very small portion of Dayton (12 acres) falls in the watershed of Parker Pond (also known as Barker Pond), which is located just over the Lyman town line.

Intense residential development, agricultural practices, and other activities seriously threaten the water quality of ponds. Every drainage basin in Maine has been affected by “non-point source pollution” that comes from a number of diffuse sources, including construction sites, farms, roads and parking lots, and lawns. When it rains, the run-off may contain nutrients (especially phosphorus), toxics, sediments, and microorganisms. The run-off eventually ends up in ponds and disturbs the natural balance of organisms in the water. For example, Maine is losing at least one lake per year to “algae blooms” and related water quality problems associated with overloading of phosphorous. The increased phosphorus in the lake acts as a fertilizer to algae, increasing its abundance dramatically and may turn them into green, smelly, murky lakes.

The chart below is based on a program developed by the Lakes Division of the Maine Department of Environmental Protection. The methodology used is adapted from the manual “Phosphorus Control in Lake Watersheds: A Technical Guide to Evaluating New Development,” which is available from the DEP, or SMRPC. The program addresses the cumulative impact of development in lake watersheds and the resulting effect on lake water quality.

The key element of this program is the “per acre allocation of phosphorus” for the town’s watersheds. Planning Boards can use this phosphorus allocation to review future development and prevent a loss of water quality for the next fifty years. It is suggested that these charts be reviewed every five years to determine if projections of growth are accurate.

Per-Acre Phosphorus Allocations for Ponds in Dayton

Name	Acreage in Dayton		Phosphorus Allocation (Lbs./Acre)
	Total	Avail. For Devel.	
Parker Pond	12	11	0.069

Source: Maine Department of Environmental Protection

Rivers and Streams

Dayton’s northeastern border (with Buxton and Saco) is defined by the Saco River, and the entirety of the Town’s land area is within the Saco River watershed. About half of the surface water in Dayton drains to the River by three tributary streams: Cook’s Brook (which forms Dayton’s border with Hollis), Runnells Brook and Swan Pond Brook.

There are several smaller streams in Dayton as well, including: Great Springs Brook, Pot Hook Brook and Kimball Brook. All of these streams feed the Saco River as well. Dayton's water bodies are marked on Figure 5.

Aquifers

Figure 6 maps the locations of aquifers in Dayton as identified by the Maine Geological Survey. This figure shows areas in the Town that sit atop both low-volume (10-50 gallons per minute) and high-volume (50+ gallons per minute) aquifers.

Most of Dayton's western half, including the areas surrounding the Route 5/35 intersection, Goodwin's Mills and Clark's Mills, are located above significant aquifers. The area currently used for gravel extraction (west of Route 35, south of Route 5) largely contains aquifers that yield 50 or more gallons per minute. This area stretches along Route 35 to about a mile north of Route 5 and along Route 5 almost all the way to Cook's Brook.

While these groundwater resources are substantial, Dayton does not have a public water supply. The only active communal water supply is a well located on the grounds of Dayton Consolidated School that serves the school, Town Hall, and a few homes and businesses in the immediate area.

Floodplains

Many areas along the Saco River and the many streams in Dayton lie in 100-year floodplains, according to FEMA data. These floodplains area shown on Figure 5.

The most significant floodplain is along Runnells Brook, as large areas on both sides of the brook all the way from the Saco River to the Lyman town line are in the 100-year floodplain. There are also substantial floodplain areas along Great Springs Brook and Swan Pond Brook in the southern part of Dayton. The shore of Cook's Brook has a narrow strip of floodplain along it, as does most of the Saco River's shoreline in Dayton.

CRITICAL NATURAL RESOURCES

Wetlands

The National Wetlands Inventory (NWI) maintains locational and value data on wetlands. NWI data classify wetlands into three value categories (high, moderate and low) based on their contributions to wetland functions such as flood storage, groundwater recharge and wildlife habitat. Figure 7

The NWI database shows seven high value wetlands in Dayton. By far the largest of these is a 322-acre wetland located between Route 35 and Hight Road, to the north of the center of Dayton. This wetland is located on either side of Runnells Brook. The rest of the high value wetlands are much smaller, with none being larger than 11 acres.

There are two large moderate value wetlands in Dayton: one located just to the north of Rumery Road and one just to the west of the Tara Estates subdivision off of Dyer Road.

Critical Habitat

In addition to the above wetland data, the State of Maine recently produced data on the locations of critical habitat areas. This information shows the highest rated (top 25 percent) habitat areas for three different types of natural systems: forested, freshwater and grass/shrub/bare ground. The identified areas are the locations that are most important to the survival of indigenous plant and animal life in Maine.

Figure 8 shows critical habitat in Dayton by these three types. Most of the critical habitat in Dayton is in the grass/shrub/bare ground category, particularly in the southeastern corner of the Town, east of Waterhouse Road. There are some forested habitat areas, specifically along the town's streams and brooks. The only area with substantial freshwater habitat is in the large, high-value wetland area along Runnells Brook that was discussed above.

A related issue to critical habitat is that of vernal pools. Vernal pools are areas that, in the springtime, are "temporary" wetlands that serve as crucial breeding grounds for various amphibian and invertebrate species. Historically, land use planning in Maine has not taken vernal pools into consideration, but as their importance to animals has become understood, the need to examine their locations as part of the planning process grows.

Animal and Fisheries Habitat

Figure 9 displays IFW Beginning With Habitat data for Dayton, showing the locations of animal and fisheries habitat. Dayton's inventory of such resources is small and is described in the following points:

- Inland Waterfowl and Wading Bird Habitat – There is a small area of inland waterfowl and wading bird habitat located along Cook's Brook in the northwestern part of Dayton.
- Deer Wintering Areas – Dayton contains eight deer wintering areas. Three are located in the southern part of the town, south of Buzzell Road. The remaining five are located in a string along the shores of the Saco River and Cook's Brook.
- Rare Animal Locations – There are two rare animal locations in Dayton: a wood turtle area under the Route 5 bridge over Cook's Brook and a spotted turtle location along Swan Pond Brook near Route 35 in the Goodwin's Mills area.

Rare Plant Habitat

Rare Plant Habitat is also shown on Figure 9. The only rare plant habitat in Hollis is a Red Maple-Sensitive Fern swamp that covers the same area as the moderate-value wetland to the north of Rumery Road.

Large and Critical Blocks

According to Beginning With Habitat data, there are portions of three large unfragmented blocks of habitat in Dayton. These blocks of land are not necessarily protected, but they do provide a picture of how many animals need contiguous land for their habitat. Of additional note is that the both of these blocks contain either plant or animal habitat, as discussed above.

These blocks, which are also shown in Figure 9, are as follows:

1. A 1,958-acre block located along the Saco River that stretches from the bend in the river just west of the Biddeford city line to a point just to the south of Union Falls. This block includes parts of two deer wintering areas.
2. About half of a 3,675-acre block that goes into Lyman. This block contains the Red Maple-Sensitive Fern swamp mentioned above, as well as several smaller wetlands.
3. A very small portion of a 2,875-acre block at the southern tip of Dayton. This block, which is mostly in Arundel and Lyman, has no significant habitat areas within its Dayton portion.

Scenic Areas and Views

During the 1991 planning process, the Town of Dayton has identified nine locations within the Town that have scenic views:

- 3 on Hight Road with views of Runnell's Brook marshes and the Saco River valley;
- 2 on River Road with views of the Saco River valley;
- 1 on Route 35 offering a view of the Goodwin's Mills dam;
- 1 on Hill Road with a view of the Cold Water Brook valley;
- 1 on Company Road with views of Union Falls and the Saco River valley; and
- A view from Dayton Sand and Gravel's property of Parker Pond (in Lyman)

As part of the 2004 planning process, the public voiced a strong opinion that the views of open fields and farms in the eastern half of Dayton were a major contributor to the Town's rural character. The sections of roads identified as having the greatest view resources were:

- Route 5 from the Biddeford line to Gould Road
- Hollis Road from Route 5 to Buda Road
- Waterhouse and Murch Roads
- South Street
- Buzzell Road from the Biddeford line to west of Waterhouse Road
- Gould Road

These areas are largely contiguous, and occupy much of the town's land that lies south of Buda Road and east of Gould Road.

Soil Resources

Figure 10 maps Dayton's inventory of prime agricultural soils, as reported by the U.S. Department of Agriculture. Such soils in Dayton cover roughly the same area as the areas of the Town with significant aquifers. Since the town's largest active farms are actually not located on prime agricultural soil and much of the prime soil is in use for gravel extraction, these resources are not critical to preserve.

Figure 11 shows hydric soils and soils suitable for septic systems. A very large portion of the Town's soils are hydric, and there are few areas that are suitable for septic systems.

Forestry Resources

Dayton has little in the way of active commercial forestry, as only one 12-acre parcel in the Town is registered with the state as being used for tree growth. However, there are 33 parcels encompassing 1,175 acres of land that are registered as “Farm Woodland,” and there are several thousand more acres of undeveloped forestland in Dayton. There is a further discussion of conservation land in Chapter 5.

HISTORIC AND CULTURAL RESOURCES

Historic Village Communities

Dayton does not have a historic village center within its boundaries, as the Town was not formed until 1853, long after most village center areas in Maine were formed. However, the Village of Goodwin’s Mills sits just over the Lyman town line, just to the south of Dayton, and many of the historic structures in the Goodwin’s Mills area are in Dayton.

Additionally, the historic village of Clark’s Mills sits just across Cook’s Brook in the Town of Hollis from Dayton. This village area is much smaller than Goodwin’s Mills and, unlike Goodwin’s Mills, does not continue to serve as a commercial and cultural center. There are, however, a few historic homes on the Dayton side of Cook’s Brook along Route 35.

Historic Sites and Buildings

The Dayton Historical Society has identified many historical sites and buildings in the Town. These resources are as follows:

Non-Residential

1. Franklin Schoolhouse, ca. 1873, corner of Murch and Buzzell Roads
2. Advent Christian Church, 1884
3. Goodwin’s Mills dam, mill building and associated blacksmith shop, ca. 1782, now owned by Advent Christian Church
4. Site of Fort Dayton (aka Saco Block House) and Maddox Landing
5. Clark’s Mills dam

Residential

There are 11 residences located in Dayton that are part of the Goodwin’s Mills and Clark’s Mills areas that date from the mid to late 1800s or earlier. Approximately another 90 houses pre-date the 1947 fire and are outside these two village areas. These are mostly located along the Saco River or in the Waterhouse/Murch Road areas. The oldest surviving residence in Dayton is Eugene Meserve’s Farm on Gordon Road.

Cemeteries

The Dayton Historical Society estimates that there about 50 cemeteries located in the Town. These are scattered throughout it on small, family-owned lots.

Other Cultural Resources

1. Goodwin's Mills Advent Christian Church and Mill building: parishioners' events, local functions
2. Dayton Consolidated School: Meeting space for groups, indoor and outdoor sports events, town events, etc.
3. York County Fish and Game: private hunting club and target range

Archaeological or Prehistoric Sites

Dayton contains many sites that may be of archaeological or prehistoric importance. These are:

1. A possible Indian burial ground on Swan Brook
2. Potential historic archaeological sites in the form of cellar holes remaining from the 1947 fire.
3. Potential prehistoric sites in the form of Sokokis Tribe campsites along the Saco River and various trail systems

KEY FINDINGS: NATURAL, HISTORIC AND CULTURAL RESOURCES

- Dayton contains no great ponds or lakes.
- Land use regulation near the Saco River is conducted by the Saco River Corridor Commission so the Town does not have a need for further regulation.
- Dayton has ample groundwater resources for potential future public water supply.
- The area along Runnell's Brook between Hollis Road and Route 35 contains a large, high-value wetland, a 100-year floodplain and both forested and freshwater critical habitat. The Town's southeast corner, east of Waterhouse Road, contains a high concentration of critical grass/shrub/bare ground habitat. Also, the area west of Route 5 and north of Rumery Road has an overlapping moderate-value wetland and rare plant habitat area.
- Views of farms and fields in the eastern portion of Dayton are an essential part of the Town's rural character and need to be protected.
- Dayton has a very small inventory of soils suitable for septic systems. The Town may want to investigate other means for subsurface waste disposal besides individual septic tanks.
- Dayton has no nationally listed historic sites. There are a handful of historic homes and structures in the Goodwin's Mills area, along the Saco River and along Waterhouse and Murch Roads.

A. NATURAL RESOURCES POLICIES AND STRATEGIES

State Goal: To protect wetlands, wildlife habitat, scenic vistas, shorelands and natural areas by:

- A. Developing policies and ordinances consistent with state law protecting critical natural resources
- B. Creating greenbelts, public parks and conservation easements
- C. Protecting undeveloped shorelines.

Town Goal: Acknowledge, maintain and protect the town's natural resources and rural character in a manner that respects property rights

Policy #1: Set land use policies that minimize development in areas of critical environmental concern while respecting property rights

Strategy 1: Encourage landowners in resource protection areas to register properties as open space in state Current Use Taxation program

Responsibility: Board of Selectmen

Time Frame: 2005, ongoing

Strategy 2: Establish five-acre minimum lot size in resource protection areas

The density of development must be limited in resource protection areas, identified in the Future Land Use Plan. This issue is discussed further in Chapter 5.

Responsibility: Planning Board

Time Frame: 2005

Strategy 3: Discourage development of land in resource protection areas by reducing local tax assessments of undeveloped land in these areas

To encourage landowners from developing properties in resource protection areas, a different tax assessment structure would help ease the cost of maintaining land in an undeveloped state. This program could run parallel to the state's Open Space registration program for any property in a resource protection area.

Responsibility: Board of Assessors

Time Frame: 2005, ongoing

Strategy 4: Prohibit all commercial and industrial uses in areas with critical natural resources

Commercial and industrial uses need to be prohibited in resource protection areas in order to minimize impacts on natural resources. This can be accomplished as part of the definition of resource protection areas in revised land use ordinances.

Responsibility: Planning Board

Time Frame: 2005

Strategy 5: Limit residential uses in areas with critical natural resources to single-family only

Residential uses in resource protection areas must be of a low-density, single-family character in order to minimize impacts.

Responsibility: Planning Board

Time Frame: 2005

Policy #2: Minimize impacts on natural resources and rural character in non-growth areas

Strategy 1: Encourage higher density development in designated growth areas

See Land Use Plan in Chapter 5

Strategy 2: Create strong incentives for cluster development in rural areas

See Land Use Plan in Chapter 5

Strategy 3: In areas with open fields, encourage clustering that limits development on existing road frontage to preserve views

Dayton's rural character is largely defined by the views of open fields present in much of the Town's southern and eastern portions. In order to ensure that future development does not unduly harm these views, development that is clustered and arranged to preserve views is preferable in these area.

See Land Use Plan in Chapter 5 for more details

Strategy 4: In forested areas, encourage clustering closer to existing road frontage to preserve backland for recreation

Access to backland for recreation is extremely important in the wooded areas of Dayton, primarily in the Town's northern and western sections. In these areas, clustering development closer to existing road frontages is therefore the priority, so that contiguous backland can be maintained for recreational purposes.

See Land Use Plan in Chapter 5 for more details

Policy #3: Work to conserve land containing critical natural resources

Strategy 1: Identify key conservation parcels

Working with landowners, the Board of Selectmen (or a committee appointed by the Board) needs to identify parcels that are of value to the town as conservation parcels for the purpose of recreation and/or the preservation of rural character. These parcels will become the focus for efforts in Strategy 2 below.

Responsibility: Board of Selectmen

Time Frame: 2005-2006

Strategy 2: Coordinate with existing regional land trusts to protect key parcels through acquisition of either land or conservation easements

Dayton is a small town with limited financial resources. Thus, it does not make sense for Dayton to establish its own land trust, as other towns have done. There are, however, a number of regional and statewide land trusts that have the resources at their disposal and the willingness to acquire land or conservation easements for preservation. Once Dayton has completed the process of identifying key parcels, the Town then needs to contact land trusts to work on preserving these parcels.

Responsibility: Board of Selectmen

Time Frame: 2006

Strategy 3: Continue to contribute each year to Land Fund for key property acquisitions
The Town has been contributing to its Land Fund in recent years. The Comprehensive Plan endorses making this contribution part of the Town's budget for future years, either to acquire land for town facilities or to support land trust purchases.

Responsibility: Board of Selectmen

Time Frame: 2005, ongoing

B. HISTORIC AND CULTURAL RESOURCES POLICIES AND STRATEGIES

State Goal: To preserve the state's historic and archaeological resources

Town Goal: Acknowledge, maintain and protect the town's historic and archaeological resources, both residential and non-residential, as part of Dayton's rural character

Policy #1: Expand inventories of historic and archaeological resources

Strategy 1: Identify additional historical sites through use of Town records

Responsibility: Dayton Historical Society

Time Frame: 2005

Strategy 2: Pursue Maine Historic Preservation Commission grant to conduct comprehensive townwide inventory of historic resources

Responsibility: Dayton Historical Society, Board of Selectmen

Time Frame: 2005

Strategy 3: Pursue collaborative effort with Maine Historic Preservation Commission to conduct townwide inventory of archaeological resources

Responsibility: Dayton Historical Society, Board of Selectmen

Time Frame: 2006

Strategy 4: Develop list of veterans' graves in cemeteries

Responsibility: Dayton Historical Society

Time Frame: 2005

Policy #2: Support efforts to preserve and enhance historical sites

Strategy 1: Continue to provide financial assistance to Dayton Historical Society

The Comprehensive Plan endorses continuing to make annual appropriations in the town budget for the Historical Society.

Responsibility: Board of Selectmen

Time Frame: 2005, ongoing

Strategy 2: Promote availability of state and federal tax credits for historic preservation

Maine Preservation can work with landowners to obtain tax credits to preserve historic sites and buildings. The Board of Selectmen and the Historical Society can work to

inform property owners of these programs and to get interested parties in contact with Maine Preservation staff.

Responsibility: Dayton Historical Society, Board of Selectmen

Time Frame: 2005, ongoing

Strategy 3: Encourage maintenance of privately owned cemeteries

This strategy entails a publicity effort in cooperation with the Historical Society to educate property owners about the importance of maintaining cemeteries on private land.

Responsibility: Dayton Historical Society, Board of Selectmen

Time Frame: 2005, ongoing

Policy #3: Improve visibility of historic resources

Strategy 1: Develop map and brochure of historic sites in Dayton and make available to public

Responsibility: Dayton Historical Society

Time Frame: 2005

Strategy 2: Install signage and/or markers at key historic sites

Responsibility: Dayton Historical Society, Board of Selectmen

Time Frame: 2006-2007

Strategy 3: Develop Old Franklin Schoolhouse as local historical museum

Responsibility: Dayton Historical Society, Board of Selectmen

Time Frame: 2006-2007

Strategy 4: Work with Saco Museum and other towns to develop historic tours of the Saco Valley

Responsibility: Dayton Historical Society

Time Frame: 2005-2006

Chapter 5 – Land Use

This chapter profiles current land use patterns and recent trends in changes in land use patterns in the Town of Dayton. The purpose of this chapter is to characterize how the Town looks “on the ground” and to lay the foundation for the creation of the Future Land Use Plan in Chapter 7 of this document.

GENERAL LAND USE PROFILE

Dayton is a town of 18.5 square miles located in the northeastern portion of York County, along the southern bank of the Saco River. It is situated about eight miles to the west of Saco and Biddeford and roughly 20 miles to the southwest of Portland. It is primarily a bedroom community, with most of its residents commuting to jobs outside the Town’s borders. Along with several other towns in York County, Dayton was added to the Portland Metropolitan Statistical Area (MSA) in 2003.

The 2000 Census reported Dayton’ population as 1,805, translating to an overall population density of about 98 people per square mile. As described earlier, Dayton lacks an early village center of its own, and has been historically served by the villages of Goodwin’s Mills, just over the Lyman border, and Clark’s Mills, just over the Hollis border. Since the fire of 1947, after which the Town built its new school and Town Hall near the intersection of Routes 5 and 35, this area has increasingly become the central focal point of Dayton.

The 1991 Comprehensive Plan reported a profile of development and undeveloped lands in Dayton. The Comprehensive Planning Committee, working with the Town’s Code Enforcement Officer has updated this profile with 2004 data. The following table compares the land development in Dayton in 1991 and 2004.

Dayton Land Development Profile, 1991 and 2004

	1991 Profile			2004 Profile		
	Parcels/ Mileage	Acres	% of Total	Parcels/ Mileage	Acres	% of Total
Residential	425	1,197	9.8%	662	1,957	16.0%
Commercial	9	114	0.9%	12	46	0.4%
Extractive	12	669	5.5%	9	718	5.9%
Institutional	4	15	0.1%	14	51	0.4%
Public Utility	1	83	0.7%	2	70	0.6%
Agricultural	2	250	2.0%	3	983	8.0%
Timberland/Open Space	na	9,636	78.7%	na	8,156	66.6%
Roads/ROW	47 mi	285	2.3%	44.5 mi	269	2.2%
Total		12,249			12,249	
Summary:						
Developed		2,363	19.3%		3,111	25.4%
Undeveloped		9,886	80.7%		9,139	74.6%

Source: Town of Dayton Code Enforcement Office

In 1991, an estimated 19% of the Town's total land was developed. About half of the developed land was in residential use. In all, there were, 1,197 acres of residential land in Dayton for the 425 housing units—an average lot size of 2.8 acres. About a third of the developed land was in extractive uses, illustrating the impact of the many gravel pits in Dayton. The remaining developed land was in use as roads or rights-of-way, commercial uses, institutional uses, and public utility lands.

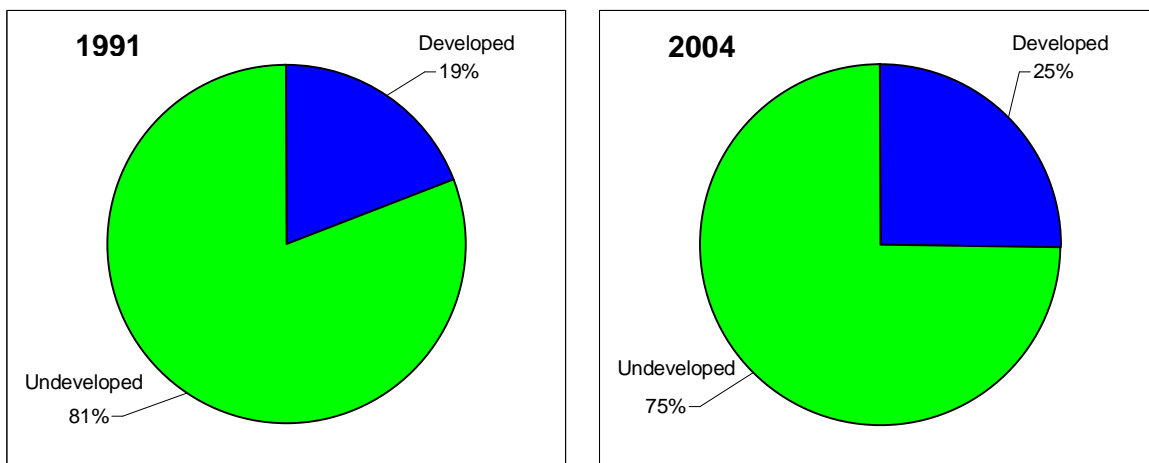
Of the 81 percent of land in Dayton that was undeveloped in 1991, nearly all was timberland. More than 9,600 acres of the total of 12,249 acres in Dayton were either forested land, open space or platted but unbuilt residential lots. Just 250 acres in the Town were actively used for agriculture in 1991.

By 2004, there were 662 residential parcels in Dayton occupying 1,957 acres of land—an average of 2.96 acres per lot. This increase in overall average lot size demonstrates that new residential development has been occurring on larger lots than occupied by much of the older housing stock. In total, the amount of land in Dayton in residential use increased by 63% from 1991 to 2004. As of 2004, 16% of all land in the Town is residential, up from just under 10% in 1991.

The amount of land used for extractive uses increased from 669 acres (5.5% of the Town's land) to 718 acres (5.9%). There has also been an increase in the amount of land in Dayton used actively as crop, pasture or orchard land, from 250 acres in 1991 to 983 in 2004. However, there are just three parcels of land, so the actual number of active commercial farmers has not really increased, just the amount of land used for farming.

There has been a substantial decline in the amount of timberland and open space in Dayton since 1991. In 1991, 79% of all land in the Town was in this category; by 2004, just 67% was. The decline in open space was due partially to residential land consumption, which is considered developed, and partially to the increase in land classified as agricultural, which is still considered undeveloped. Thus the total amount of developed land in Dayton only increased from 19.3% of the Town's total land area to 25.4% of its area. The charts below show this change over time.

Change in Share of Developed Land, 1991-2004



EXISTING DEVELOPMENT PATTERNS

Residential Development Patterns

There were a total of 239 permits issued for new residential construction in Dayton between 1990 and 2002, an average of 18 per year. Figure 12 shows the locations of units built during the seven-year period from 1997 to 2003 units and codes them by year built. This map also indicates whether or not these new units were built in the growth areas identified in the 1991 Comprehensive Plan.

From 1997 to 2003, there were 98 new units added in Dayton, or 14 per year. Of these units, just 25 (26%) were built in the growth areas. The remaining 73 units (74%) were built in the areas identified as rural in the 1991 plan. The majority of new units built in recent years have been in the northern half of Dayton, particularly along Dyer Road, Hight Road, and Hollis Road.

New residential construction in Dayton occurred both on individual frontage lots and in a number of residential subdivisions. In all, there were 12 new subdivisions approved by the Dayton Planning Board between 1991 and 2003, containing a total of 119 lots, an average of 9.9 lots per subdivision. These subdivisions ranged in size from three to 37 lots.

The table to the right lists subdivisions created in Dayton since 1991.

The 119 lots created in subdivisions equals 50% of the net change in housing units in Dayton from 1990 to 2000 (238). While there may not be an exact correlation between new lot creation and new development, it appears that about half of all new units built in the Town have been on subdivision lots and about half have been on single lots.

New Residential Subdivisions in Dayton 1991-2003

No.	Name of Subdivision	Year	No. of Lots
1.	Runnells Brook	1991	8
2.	Cooks Brook	1991	37
3.	Brookside	1993	6
4.	Dayton Heights	1993	5
5.	Oakwoods	1994	8
6.	Countryside	1994	6
7.	Kimball Farm Phase III	1995	5
8.	Sandy Pines	1996	4
9.	Brookside II	1997	19
10.	Tara Estates	1998	15
11.	Chabot	2003	3
12.	Taylor	2003	3
Total Lots:			119
Avg. Lots:			9.9

Source: Town of Dayton Code Enforcement Office

Commercial/Industrial Development Patterns

Dayton contains very little commercial development, with the only presence of retail businesses being a gas station/convenience store at the intersection of Routes 5 and 35, a family-run deli on Route 5, the Harris Farm store on the Buzzell Road, and the Agway on River Road. For the majority of retail goods and services, Dayton residents must travel outside the town. Dayton residents do the majority of their day-to-day shopping in the nearby service center cities of Biddeford and Saco. Dayton residents also do a significant amount of shopping in the Maine Mall area of South Portland.

Most of business activity in Dayton is at the gravel pits located in the southwestern part of the town, along Route 35. These gravel extraction operations remain a large presence in the Town and continue to contribute greatly to its tax base.

CURRENT LAND USES AND DEVELOPMENT CONSTRAINTS

Current Land Uses

Figure 13 depicts current land uses as of 2004 in the Town of Dayton. Of the portions of the town that are developed (i.e., no longer in a rural state), the two dominant land uses in Dayton are residential and industrial/extractive, with only a small amount of commercial business activity existing.

Much of the town's area located southwest of the intersection of Routes 5 and 35 is in active use for gravel extraction. There are several active gravel pits in this area of the town, and this use continues over the town line into Lyman, where there are a number of additional pits.

Residential development is scattered throughout the town, but there are several areas that are more intensively developed than others. The area immediately surrounding the town's central intersection at Routes 5 and 35 is developed at a fairly significant density with residential uses. Residential development stretches continuously from this intersection north along Route 35 to the Hollis town line, along Hight Road for about a mile, and east on Route 5 towards Gould Road. Other pockets of intensive residential exist in locations such as:

- Route 5 near the Biddeford city line
- Route 35, South Street and Waterhouse Road in the Goodwin's Mills area
- Hollis Road from Smith Road to Dyer Road
- Murch Road, north of Buzzell Road
- Dyer Road near the Hollis town line

There are only two commercial businesses in the central area of Dayton—with a gas station/convenience store and a used car lot being the only two in the immediate vicinity of the Route 5/35 intersection. There are scattered businesses elsewhere in town, including another car lot, an ice cream stand, a country store and a plant nursery, but there are no large concentrations of existing commercial business activity in the town.

Conservation Land

According to Town assessment records, there are 76 parcels containing 2,169 acres of land in Dayton that are registered as part of Maine Current Use Taxation programs. Of this amount, 2,157 acres are farmland: 983 acres are registered as active farmland (cropland, pasture or orchard) and 1,175 are farm woodland. The remaining 12 acres are all part of one small lot that is in the Tree Growth Registration program.

Beyond these privately held lands, there are no properties in the Town that are owned by Federal or State entities, and no land is held by land trusts or in other types of conservation easements.

Development Constraints

Figure 14 depicts the current land use information overlaid on top of four types of potential development constraints:

- Sand and gravel aquifers
- Wetlands
- Deer wintering areas
- Floodplain

There are only a few areas in the town where these different types of constraints overlap. The first is the area located between Route 35, Hight Road and Dyer Road, which contains all four constraints within one contiguous, undeveloped area. This area also represents one of the largest undisturbed natural areas in the town. A second location is west of Route 5, north of Rumery Road, where there is aquifer, wetland and floodplain. This area is considerably smaller than the first area, though, and there is already some residential and commercial development in it.

Aside from these two areas there are scattered areas of floodplain and deer wintering areas, but few wetlands or undisturbed aquifers.

ANALYSIS: THE NEED FOR A RESIDENTIAL GROWTH CAP

Dayton has been a “boom town” for more than 30 years. In 1970, the Town’s population was just above 500. It grew to 1,100 by 1990, 1,800 in 2000 and is expected to top 2,500 by the year 2015. Most of the town’s key public facilities, including its roads, Town Hall and the Dayton Consolidated School, have changed little since the 1970s. Unless major upgrades are made to public facilities in Dayton, the Town faces the prospect of attempting to serve a population base that has quintupled in size with the same facilities.

Despite continued growth in Dayton, the Town has retained its rural character so far. While fields and forests are the most visible signs of Dayton’s rural identity, during the public planning process, citizens identified some things that *do not* exist in Dayton as contributors to its rural character. These include:

- No traffic lights
- No water or sewer system
- Few streetlights
- No sidewalks
- Few paid town employees
- No dense village center

While the above characteristics of Dayton are valued by a majority of the Town’s residents, many of them stand at odds with the realistic needs of a community that continues to evolve from a sleepy farming town to a booming bedroom suburb. New residents, many of whom move to Dayton from out of state or from service center communities in Maine, are used to having a full range municipal facilities and services. As new residents continue to move to Dayton, the above list of municipal functions that are often deemed as “urban,” will become increasingly in demand.

Another reality faced by Dayton is that, unlike many other school districts in southern Maine, its school enrollment. As discussed in Chapter 2, Dayton's population growth is being driven by families with children, and not by empty nesters and retirees, as in other nearby communities. Due to the unforeseen boom in its school-aged population, enrollment at the Dayton Consolidated School in 2004 is already well above levels previously projected for 2010. Though a temporary solution—a modular addition—has been put into place, this facility is only a stopgap. A more substantial investment in a permanent school facility will be needed, but the expansion remains on the waiting list for state funding aid, and the project is unlikely to be undertaken without state support. It may take two or more years for state support to be obtained.

An outgrowth of the school expansion is that the Town's only public ballfield is being removed. This creates another fiscal need for Dayton—that of a new public park. The Town has already begun to set aside funds for acquiring land for a park, but will need to pay for its development and maintenance.

The key obstacle that prevents the Town from investing in all of the above public facilities and services is that its residential property tax bills have risen dramatically in recent years. As a result, citizens are very reluctant to take on additional debt, as taxes would have to be raised again. This issue is at the center of the Comprehensive Plan, as the Town clearly realizes that it must build its commercial tax base to offset the mounting public costs being generated by residential growth.

Chapter 2 outlines how the Town of Dayton intends to build its commercial tax base. The Economic Development plan calls for an emphasis on enhancing existing businesses, attracting new investment and exploring regional economic development initiatives. While all of these endeavors will undoubtedly help the Town address its myriad needs for public facilities and services, the effects of Dayton's economic development activities will not be felt overnight. The plan to build the Town's tax base will take at least five years to realize.

There are four key conclusions to be made about Dayton's expected future fiscal situation:

- The town already has great needs for public investment
- Continued growth will make existing needs even more acute
- State aid for the expansion of the school is not imminent and the Town may have to wait for a few years to obtain such aid
- The strategy to build the town's tax base will take a few years to bear fruit

For these reasons, the Town of Dayton feels that it is necessary to temporarily control the pace of growth in the town through the use of a residential growth cap. The intent of this cap is to give the Town time to obtain state funding to improve the school and to build commercial tax base in order to generate the needed funds for investing in future growth capacity. In the meantime, Dayton will adjust its existing growth cap ordinance to allow certain types of accessory, affordable and special needs housing to be exempt (see Strategy V.4.2). As shown in the Implementation Plan, the revised growth cap is intended to be established in 2005, following the adoption of this plan, and revised at some point prior to 2008.

In terms of setting the maximum number of units to be allowed per year, the housing projection contained in this plan provides a reasonable estimate, as it gives the Town a realistic assessment of the base amount of housing demand. The projections (see Chapter 2) suggest a need for 270 new housing units from 2000 to 2015. This averages out to 18 units per year. It is therefore suggested that the growth cap be set at 18 units per year for the period covering 2005-2008.

KEY FINDINGS: LAND USE

- The amount of Dayton's land that is developed increased from 19% in 1990 to an estimated 25% in 2000.
- Only about one quarter of new housing units built in Hollis since 1997 have been in the growth areas suggested in the 1991 Comprehensive Plan document.
- New residential development has been scattered throughout the Town with little organization.
- There have been 12 new subdivisions in Dayton since 1990 that have resulted in the creation of 119 new lots.
- About 50% of housing growth since 1992 is estimated to have occurred in subdivisions, with the remaining 50% occurring on single lots.
- Dayton contains very little commercial development, but has many active gravel extraction operations, particularly in the area of Town south of Route 5 and west of Route 35.
- Over 2,000 acres of land in Dayton are in current use taxation programs, and most of this land is under agricultural protection. Dayton has almost no land in use for commercial forestry.
- The area between Route 35, Hight Road and Dyer Road is a large contiguous area with substantial environmental resources that is largely undeveloped at this time.
- Dayton lacks the financial capacity for large-scale growth at this time, and the rate of growth must be controlled until the Town is able to successfully build its commercial tax base.

FUTURE LAND USE PLAN

The Future Land Use Plan (Figure 15) was created by the Comprehensive Planning Committee with input from the public. The Land Use policies and strategies for the Town of Dayton that follow are linked to the plan.

The Future Land Use Plan is designed to achieve the following objectives:

- Controlling growth while respecting private property rights.
- Concentrating commercial and industrial growth in areas that have adequate transportation infrastructure and are near existing developed areas
- Limiting development in the critical contiguous area that contains wetland, floodplain and wildlife habitat located between Route 35, Hight Road and Dyer Road
- Preserving the views of open fields found along the roads in the southeastern part of town (Route 5, Hollis/River Road, Buzzell Road, Waterhouse/Murch Road, South Street, etc.)
- Maintaining back land in forested areas for recreational uses such as snowmobiling and horseback riding.
- Planning for the future conversion of existing gravel pits (located west of Route 35 and south of Route 5) to residential, commercial and other industrial uses.
- Continuing to protect shoreland areas from the negative effects of development

The five different future land use districts in Dayton were created with these objectives in mind. Figure 15 illustrates the locations of these districts and the following narratives describe their purposes, locations and proposed dimensional and use provisions.

1. Mixed Use

Purpose: To promote intensive commercial, industrial and residential development in areas that have adequate transportation infrastructure and are located in proximity to existing commercial and industrial areas.

Description: All land located within 1,000 feet linear distance from the sections of Routes 5 and 35 that meet the purposes of the district. Along Route 5, this area stretches from Gould Road to the Hollis town line. Along Route 35, it reaches from the Town Hall/School area just north of Route 5 to the Lyman town line at Goodwin's Mills.

Minimum Lot Size: 1 acre (43,560 square feet) for commercial development, 2 acres (87,120 square feet) for residential development.

Use Provisions: It is intended that commercial and industrial uses be allowed and promoted in this district, but that higher intensity residential development be allowed as well. This may include single-family housing, multi-family housing, mobile home parks, senior/assisted housing and other diverse housing types. Clustering will be encouraged for residential development in this district in order to reduce the actual lot sizes of new development without creating overall densities that conflict with the Town's rural identity.

2. Rural Fields

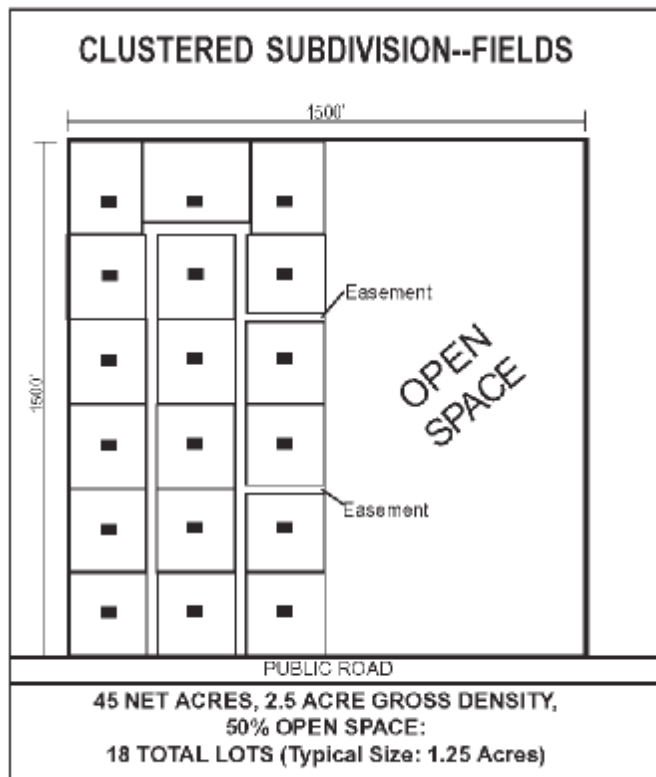
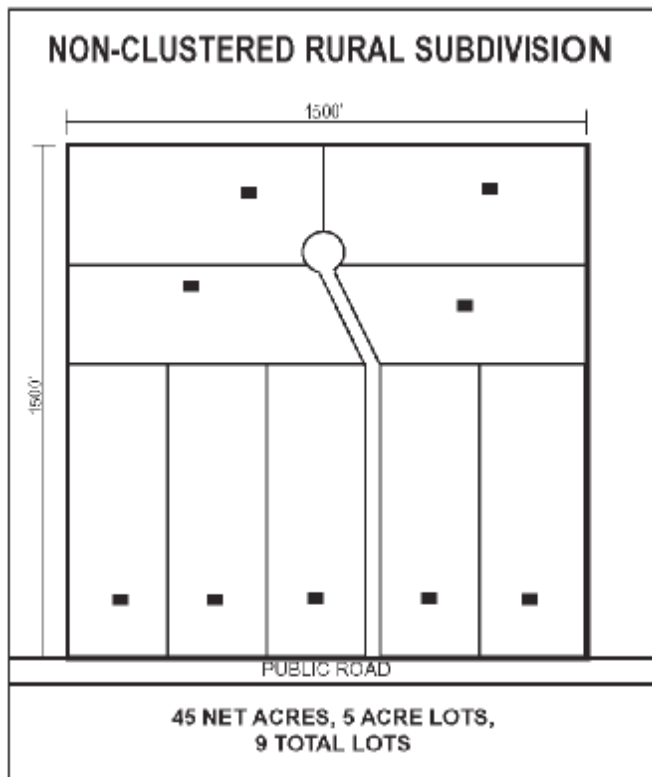
Purpose: To allow for residential and low-intensity commercial and industrial uses while protecting Dayton's rural character in areas with views of open fields from existing public roads.

Description: All areas located within a 2,000-foot linear distance of corridors with views of open fields as well as backland that sits between these areas. The district's boundaries encompass all of the town's land located south and east of the Mixed Use district and areas located within 2,000 feet of Route 5 and the section of Hollis Road located south of Buda Road.

Minimum Lot Size:

- For single-lot development: 3 acres (130,680 square feet)—*This standard only applies to lots that do not meet the State of Maine's definition of a subdivision. Thus, if a property owner in this district creates a 3-acre single lot and seeks to create a second such lot within a five-year period, a subdivision plan that meets the standards below must be submitted for Planning Board review.*
- For non-clustered subdivision development: 5 acres (217,800 square feet)
- For clustered subdivision development:
 - 1 acre (43,560) individual lot size
 - Overall density not to exceed one lot or dwelling unit per 2.5 acres (108,900 square feet) of net land area.
 - Preservation of at least 50% of the gross land area as open space.
 - Open space preserves field views by limiting development along existing roads
 - All lots must have either direct access or deeded rights-of-way to open space

In order to balance the desire to preserve views of open fields with the rights of property owners, this district's lot size provisions are tied to a strong incentive to cluster. The graphics on the next page compare what the owner of a hypothetical parcel could develop as a non-clustered and as a clustered development.



Use Provisions: This rural district is designed to accommodate only limited residential growth. It will also allow home occupations, and minor commercial and industrial uses. The current limits on industrial and commercial developments on the existing Farm/Forest district are recommended for this district.

3. Rural Forests

Purpose: To allow for residential and low-intensity commercial and industrial uses while preserving forested backland for recreational purposes.

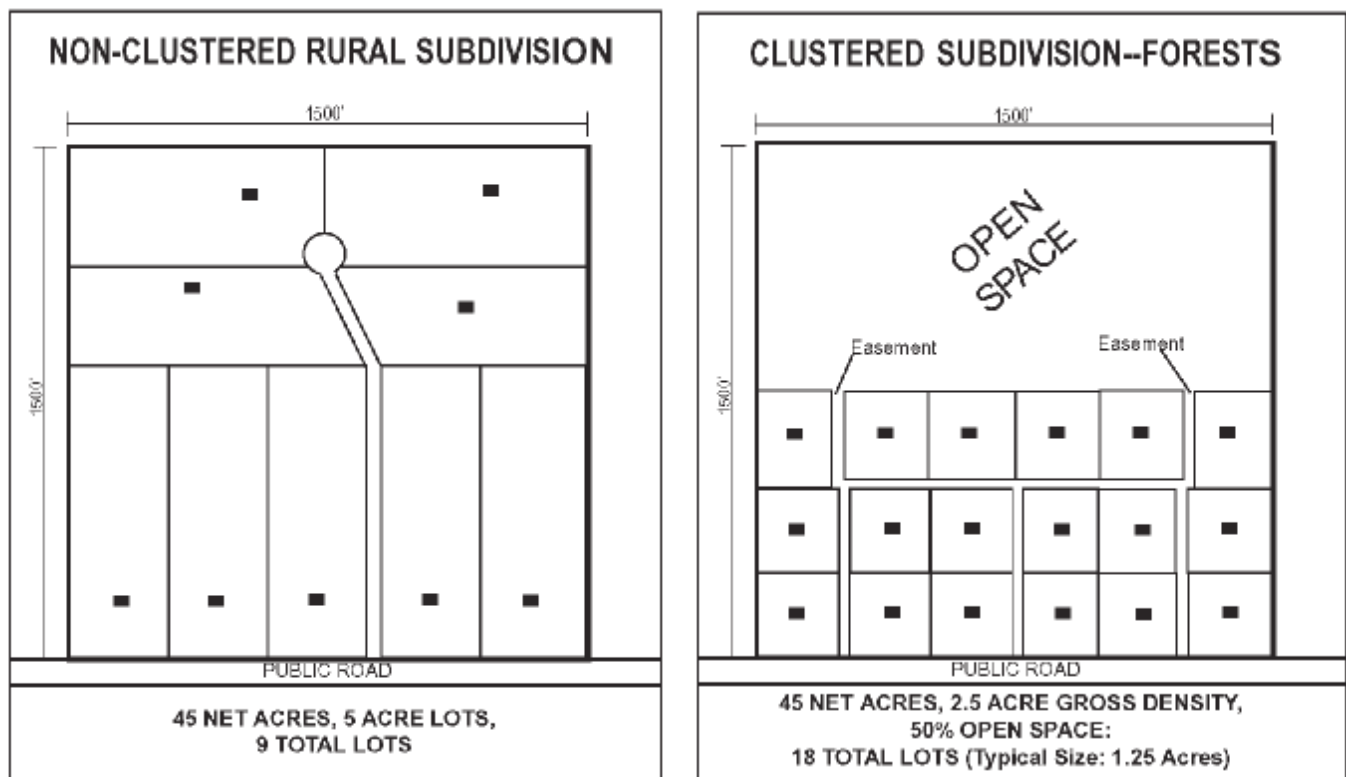
Description: This district encompasses much of the northwestern portion of Dayton to the north of Route 5, with the exception of land that is part of the River Buffer or Critical Rural districts. This area is mostly forested and contains large sections of undeveloped back land, much of which is currently used for recreational purposes.

Minimum Lot Size:

- For single-lot development: 3 acres (130,680 square feet)—*This standard only applies to lots that do not meet the State of Maine’s definition of a subdivision. Thus, if a property owner in this district creates a 3-acre single lot and seeks to create a second such lot within a five-year period, a subdivision plan that meets the standards below must be submitted for Planning Board review.*
- For non-clustered subdivision development: 5 acres (217,800 square feet)

- For clustered subdivision development:
 - 1 acre (43,560) individual lot size
 - Overall density not to exceed one lot or dwelling unit per 2.5 acres (108,900 square feet) of net land area.
 - Preservation of at least 50% of the gross land area as open space.
 - Open space must be arranged to limit the development of recreational backland.
 - All lots must have either direct access or deeded rights-of-way to open space

The clustering incentive for the Rural Forests district is similar to that of the Rural Fields district. As the diagrams below show, the key difference is that clustering in this district must occur closer to existing road frontage, leaving backland undeveloped.



Use Provisions: This rural district is designed to accommodate only limited residential growth. It will also allow home occupations, and minor commercial and industrial uses. The current limits on industrial and commercial developments on the existing Farm/Forest district are recommended for this district.

4. River Buffer

Purpose: To fulfill the purposes of the state's Mandatory Shoreland Zoning Act (38 MRSA §435).

Description: All areas located within 250 feet linear distance of the high water mark of the Saco River. The 250-foot distance lies within the jurisdiction area of the Saco River Corridor Commission and corresponds with the state's mandatory Shoreland Zoning district for areas along rivers.

Minimum Lot Size: 3 acres (130,680 square feet). This lot size is nearly identical to the existing Farm/Forest district lot size of 3.03 acres (132,000) square feet, which encompasses all areas near the Saco River. Clustering will not be allowed in the River Buffer District, however.

Use Provisions: Same as existing Shoreland Overlay District and/or Resource Protection District, depending on distance from water body.

6. Critical Rural

Purpose: To limit development in large, contiguous areas that contain significant natural resources.

Description: The contiguous, undeveloped area located between Route 35, Hight Road and Dyer Road. This area contains wetlands, floodplains, animal habitat and other critical natural resources. It also abuts several recently developed residential subdivisions and its edges are increasingly threatened by development.

Minimum Lot Size: 5 acres (217,800 square feet).

Use Provisions: Only single-family residential development and home occupation businesses will be allowed in this district. No intensive development of any type will be permitted.

LAND USE POLICIES AND STRATEGIES

State Goal: *Orderly growth and development while protecting rural character and preventing sprawl.*

Town Goal: Control the pace and location of future development and maintain and protect rural character while respecting private property rights.

The Land Use policies and strategies for the Town of Dayton follow on the Future Land Use Plan outlined above and illustrated in Figure 15. The following policies and strategies make frequent reference to the Future Land Use Plan and the recommendations made here are intended to support it.

Policy #1: Concentrate growth around existing centers

Strategy 1: Designate and define growth areas

The desired growth area in Dayton has been defined as the Mixed Use district. This district is comprised of the area of the Town located south and west of the intersection of Routes 5 and 35, as well as a 1,000-foot wide strip located on the north and east sides of these two roads. The stretch along Route 5 reaches about a mile east of the intersection, all the way to Gould Road. This district encompasses the existing “village” areas at the intersection of Routes 5 and 35 and at Goodwin’s Mills.

Responsibility: Planning Board

Time Frame: 2005

Strategy 2: Establish minimum lot size of one (1) acre for commercial development in growth areas

Responsibility: Planning Board

Time Frame: 2005

Strategy 3: Allow all types of commercial and industrial development in growth areas

Responsibility: Planning Board

Time Frame: 2005

Strategy 4: Allow all types of residential development in growth areas

Responsibility: Planning Board

Time Frame: 2005

Policy #2: Enact regulations that strongly encourage clustering in rural areas

Strategy 1: Establish minimum density for non-clustered subdivision development in rural areas: 5 acres

See description and diagrams for Rural Fields and Rural Forests districts in Land Use Plan (pages 74-76)

Responsibility: Planning Board

Time Frame: 2005

Strategy 2: Establish minimum net density for clustered subdivision development in rural areas: 2.5 acres (allows 18 units on a 45-acre parcel)

See description and diagrams for Rural Fields and Rural Forests districts in Land Use Plan (pages 74-76)

Responsibility: Planning Board

Time Frame: 2005

Strategy 3: Allow minimum lot size of one acre in cluster developments

Regardless of the location within the town, as long as open space requirements are met and the overall gross density of a development meets the zoning requirements for the district, the actual minimum lot size of individual lots may be as small as one acre.

Responsibility: Planning Board

Time Frame: 2005

Strategy 4: Mandate that all cluster developments preserve at least 50% of the gross land area of a parcel (25 acres of 50-acre parcel must remain undeveloped)

See description and diagrams for Rural Fields and Rural Forests districts in Land Use Plan (pages 74-76)

Responsibility: Planning Board

Time Frame: 2005

Strategy 5: Develop different standards for clustering in field areas and forest areas (see also Chapter 4, Policy A.2):

See description and diagrams for Rural Fields and Rural Forests districts in Land Use Plan (pages 67-68)

Responsibility: Planning Board

Time Frame: 2005

Strategy 6: Exclude certain areas from net land area in calculating density for cluster developments:

- All areas either currently or proposed to be below the high-water mark of a submerged area
- 67% of all areas located in wetlands (only count 33%)

Responsibility: Planning Board

Time Frame: 2005

Policy #3: Minimize the exposure of structures to flooding, wildfire and other hazards

Strategy 1: Adopt York County Hazard Mitigation Plan

The York County Hazard Mitigation Plan lays out local and countywide actions for mitigating the risks of several types of hazards (flooding, wildfire, storms, etc.). The Comprehensive Plan endorses the adoption of this plan.

Responsibility: Board of Selectmen

Time Frame: 2004 (needs to be done prior to completion of this plan)

Strategy 2: Identify roads and structures that are at risk for repetitive flood damage and estimate their total dollar value

One of the key actions of the York County Hazard Mitigation Plan is to identify locations that are most susceptible to repetitive flooding damage. The York County Emergency Management Agency intends to work with the EMA director in each town to put together a comprehensive inventory of hazard-prone locations, and Dayton needs to participate in this effort.

Responsibility: Emergency Management Director

Time Frame: 2005

Strategy 3: Seek FEMA pre-disaster funding to enact hazard mitigation measures to protect any key roads or structures from future damage

Once at-risk locations have been identified, the Town then may seek federal funding to enact physical mitigation measures to lessen the risk of hazard damage.

Responsibility: Emergency Management Director, Board of Selectmen

Time Frame: 2006, ongoing

Strategy 4: Revise dimensional requirements for structures to minimize exposure to wildfire damage

Two provisions in the Zoning Ordinance would help reduce the risk of wildfire damage to structures in Dayton:

- Establishing a minimum horizontal clearance from structures of overhead tree growth of 30 feet to minimize exposure to wildfire fuel
- Establishing a minimum vertical clearance for private roads and driveways of 15 feet to allow safe passage of fire and rescue vehicles

Responsibility: Planning Board

Time Frame: 2005

Policy #4: Control rate of growth through rate of growth ordinance (growth cap)

Strategy 1: Enact growth cap that limits construction of new housing units to 18 new units per year

Given the Town of Dayton's present need to expand public facilities and services and its limited non-residential tax base, it is a necessity that the rate of growth be limited in Dayton in the short term. The analysis contained earlier in this chapter shows both why a cap is needed and how the maximum number of units per year was calculated. This cap is intended to serve for no more than three years and will be revisited again prior to 2008 (see Strategy V.4.3 below).

Responsibility: Planning Board

Time Frame: 2005

Strategy 2: Exempt from the ordinance new housing development that promotes a more diverse housing stock (see Chapter 2, Policies A.2, A.3 and A.4)

The Comprehensive Plan recommends exempting the following types of dwelling units from the Town's growth cap:

- Assisted living facilities/nursing homes

- Housing restricted to persons aged 55 and over
- Accessory dwellings for immediate family members
- Units set aside as affordable as part of new developments of more than five units (see Chapter 2, Policy A.4)

Responsibility: Planning Board

Time Frame: 2005

Strategy 3: Revisit the ordinance at least once every three years to evaluate its need

At some point prior to 2008, the Town must re-examine the effectiveness of the residential growth cap and either adjust or eliminate it. The cap is designed to allow the Town to grow at a manageable rate in order to provide necessary public facilities and services to both existing and future residents. As such, the rate of growth ordinance must be revisited at least once every three years in order to account for the Town's capacity to grow and its ongoing capital and operating needs at those points in the future.

Responsibility: Planning Board

Time Frame: 2008, ongoing

Policy #5: Revise Land Use Ordinances and update regularly

Strategy 1: Amend Zoning Ordinance to reflect recommendations of the Comprehensive Plan

The Implementation Plan (Chapter 6) organizes all recommendations made by the Comprehensive Plan for amending the *Zoning Ordinance for the Town of Dayton*. Amending the Zoning Ordinance to incorporate the recommendations of this plan is a high priority.

Responsibility: Planning Board

Time Frame: 2005

Strategy 2: Amend Subdivision Regulations to reflect recommendations of the Comprehensive Plan regarding clustering and affordable set-asides

Responsibility: Planning Board

Time Frame: 2005

Strategy 3: Review and update all Land Use Ordinances at least once every three years

Responsibility: Planning Board

Time Frame: 2008, ongoing

Chapter 6 – Implementation Plan

The Implementation Plan for the Town of Dayton takes the Strategies from Chapters 2 through 5 and arranges them into eight different categories based on who or what is the responsible person or entity for each. The eight different implementation categories are:

1. Changes to Zoning Ordinance (Planning Board)
2. Changes to Growth Cap Ordinance (Planning Board)
3. Board of Selectmen Actions
4. Road Commissioner Actions
5. School Committee Actions
6. Recreation Committee Actions
7. Board of Assessors Actions
8. Dayton Historical Society Actions
9. Emergency Management Director Actions

Many individual strategies from Chapters 2-5 are duplicated in more than one place. For example, Housing Strategy II.A.2.4 and Land Use Strategy V.1.4 both discuss the need to allow higher-density housing in growth areas. Strategy II.A.2.4 reads, “Allow higher densities for multi-family development in growth areas” and Strategy V.1.4 reads, “Allow all types of residential development in growth areas.” Since both of these Strategies may be achieved through the same action, they have been combined on the Implementation Matrix.

The Implementation Matrix follows on the next several pages. It is intended to represent the “road map” for implementing this Plan for the individuals, boards and committees to which Strategies are assigned.

Changes to Zoning Ordinance (Planning Board)

No.	Initiative	Plan Reference (Chapter, Section, Policy, Strategy)	Time Frame
1.	Revise cluster development provisions	II.A.1.1	2005
2.	Offer density bonuses for clustering	II.A.1.2	2005
3.	Ensure that preserved land from clustering is interconnected	II.A.1.3	2005
4.	Allow accessory dwellings for immediate family members and do not count them as part of overall density	II.A.2.1	2005
5.	Define accessory dwellings	II.A.2.3	2005
6.	Allow higher densities for multi-family development in growth areas	II.A.2.4, V.1.4	2005
7.	Allow senior housing and assisted living in all parts of the Town	II.A.3.1	2005
8.	Prohibit future changes of senior and assisted units to other types of multi-family housing	II.A.3.3	2005
9.	Define "affordable" by using MSHA moderate-income definition for York County	II.A.4.1	Ongoing
10.	Allow broad range of home occupations in all parts of town	II.B.1.1	2005
11.	Ensure that dimensional standards in land use districts do not restrict home occupations	II.B.1.2	2005
12.	Restrict large-scale commercial and industrial development to growth areas	II.B.2.1, V.1.3	2005
13.	Allow only smaller-scale commercial, agricultural-related and light industrial development in rural areas	II.B.2.2	2005
14.	Define "established businesses"	II.B.4.1	2005
15.	Allow established businesses to expand by up to double the maximum size otherwise allowed for new businesses	II.B.4.2	2005
16.	Increase maximum square footage for businesses in growth areas	II.B.4.3	2005
17.	Lower minimum lot sizes for commercial and industrial development in growth areas	II.B.5.2	2005
18.	Allow commercial uses as part of cluster developments in rural areas under certain conditions	II.B.5.3	2005
19.	Enable the use of contract zoning for special cases	II.B.5.4	2005
20.	Require preservation of ROW to abutting properties in growth areas	III.A.1.3	2005
21.	Prohibit paving of existing dirt and gravel roads for non-clustered development in rural areas	III.A.1.4	2005
22.	Require developers to provide pathways in subdivisions	III.A.5.1	2005
23.	Encourage community water and sewer systems to serve cluster developments	III.B.5.4	2005

Changes to Zoning Ordinance (Planning Board), cont.

24. Establish five-acre minimum lot size in resource protection areas	IV.A.1.2	2005
25. Prohibit all commercial and industrial uses in areas with critical natural resources	IV.A.1.4	2005
26. Limit residential uses in areas with critical natural resources to single-family only	IV.A.1.5	2005
27. Encourage higher density development in designated growth areas	IV.A.2.1	2005
28. Create strong incentives for cluster development in rural areas	IV.A.2.2	2005
29. In areas with open fields, encourage clustering that limits development on existing road frontage to preserve views	IV.A.2.3, V.2.5	2005
30. In forested areas, encourage clustering closer to existing road frontage to preserve backland for recreation	IV.A.2.4, V.2.5	2005
31. Designate and define growth areas	V.1.1	2005
32. Establish minimum density for non-clustered subdivision development in rural areas: 5 acres	V.2.1	2005
33. Establish minimum net density for clustered subdivision development in rural areas: 2.5 acres	V.2.2	2005
34. Allow minimum lot size of one acre in cluster developments	V.2.3	2005
35. Mandate that all cluster developments preserve at least 50% of the gross land area of a parcel	V.2.4	2005
36. Exclude certain areas from net land area in calculating density for cluster development (underwater areas, 67% of wetlands)	V.2.6	2005
37. Revise dimensional requirements for structures to minimize exposure to wildfire damage	V.3.4	2005
38. Amend Zoning Ordinance to reflect recommendations of this Comprehensive Plan (Items 1-37 above)	V.5.1 and Future Land Use Plan	2005
39. Amend Subdivision Regulations to reflect recommendations of the Comprehensive Plan regarding clustering and affordable set-asides	V.5.2	2005
40. Review and update all Land Use ordinances at least once every three years	V.5.3	2008, ongoing

Changes to Growth Cap Ordinance (Planning Board)

No.	Initiative	Plan Reference (Chapter, Section, Policy, Strategy)	Time Frame
1.	Exempt accessory dwellings for immediate family members from growth cap	II.A.2.2, V.4.2	2005
2.	Exempt senior housing and assisted living units from growth cap for a five-year period	II.A.3.2, V.4.2	2005
3.	Exempt from the growth cap a certain number of set-aside affordable units or lots in new residential developments	II.A.4.3, V.4.2	2005
4.	Enact growth cap that limits development of new housing units to 18 new units per year	V.4.1	2005
5.	Revisit the ordinance at least once every three years to evaluate its need	V.4.3	2008, ongoing

Board of Selectmen Actions

1. Coordinate with non-profit housing developers to acquire land in growth areas for affordable housing development	II.A.4.2	Ongoing
2. Invest in cooperative industrial park, either in Dayton or another community	II.B.3.1	2006-2007
3. Advocate for regional revenue and cost-sharing arrangements with other members of the Ten Town Group	II.B.3.2	Ongoing
4. Create TIF district and offer short-term reductions on property and equipment taxes to new businesses	II.B.5.1	2005
5. Create and adopt an impact fee ordinance	III.A.1.2, III.B.1.2	2005-2006
6. Plan for the required 1/3 local match for South Street improvement projects as needed	III.A.2.3	2007-2008
7. Conduct outreach effort to increase volunteer participation in Town government	III.B.1.1	2005-2006
8. Establish five-year capital planning process and update annually	III.B.1.2	2005, ongoing
9. Maintain cooperative Fire/Rescue services with Town of Lyman	III.B.2.1	Ongoing
10. Explore ways to improve regional solid waste disposal efforts	III.B.2.2	2005-2006
11. Continue to invest in libraries in Hollis and Lyman	III.B.2.3	Ongoing
12. Coordinate facility needs of the school with other Town government functions	III.B.4.2	2005-2006
13. Study short-term and long-term solutions for expanding or replacing Town Hall	III.B.5.1	2005-2006
14. Continue to develop an official Town website	III.B.5.2	2005, ongoing
15. Investigate the possibility of establishing public water supply in key growth areas	III.B.5.3	2006-2007
16. Develop and distribute a Newcomers' Guide to Dayton	III.B.5.5	2005
17. Encourage landowners in resource protection areas to register properties as open space in state Current Use Taxation program	IV.A.1.1	2005, ongoing
18. Identify key conservation parcels	IV.A.3.1	2005-2006
19. Coordinate with existing regional land trusts to protect key parcels through acquisition of either land or conservation easements	IV.A.3.2	2006
20. Continue to contribute each year to Land Fund for key property acquisitions	IV.A.3.3	2005, ongoing
21. Continue to provide financial assistance to Dayton Historical Society	IV.B.2.1	2005, ongoing
22. Adopt York County Hazard Mitigation Plan	V.3.1	2004

Road Commissioner Actions

No.	Initiative	Plan Reference (Chapter, Section, Policy, Strategy)	Time Frame
1.	Develop local road design standards to help direct growth	III.A.1.1	2005
2.	Continue to communicate to MDOT the Town's desire for paved shoulders on Route 35	III.A.2.1 and III.A.5.2	Ongoing
3.	Support increased design standards along Route 5, especially within designated commercial zones, to accommodate the movement of heavy vehicles	III.A.2.2	Ongoing
4.	Coordinate with MDOT in efforts to improve traffic movement in dangerous locations	III.A.2.4	2005-2006
5.	Develop a roadway inventory and regularly update the condition of pavement and drainage structures	III.A.3.1	2005, ongoing
6.	Assign higher priorities to roadway improvements in areas designated for commercial and/or higher-density residential growth	III.A.3.2	2005, ongoing
7.	Continue to coordinate with the Town of Hollis on improvements to bridge number 5259 (Dyer Road) as necessary	III.A.4.1	2005-2006
8.	Communicate with MDOT's Bridge Management Division regarding the findings of their bi-annual bridge inspections and appropriate local funds for maintenance as necessary	III.A.4.2	Ongoing
9.	Consider constructing paved shoulders along town roads in areas designated for commercial and/or higher density residential growth	III.A.5.3	Ongoing

School Committee Actions

No.	Initiative	Plan Reference (Chapter, Section, Policy, Strategy)	Time Frame
1.	Continue to explore options for regionalization of public schools	III.B.2.4	2005-2006
2.	Conduct a study to better understand the short-term and long-term facility needs of the school	III.B.4.1	2005
3.	Continue to pursue state funding for expansion and renovation of the school	III.B.4.3	2005-2006

Recreation Committee Actions

No.	Initiative	Plan Reference (Chapter, Section, Policy, Strategy)	Time Frame
1.	Acquire property for a town park and develop with active recreation uses	III.B.3.1	2006-2007
2.	Establish more youth athletic programs	III.B.3.2	2005-2006
3.	Develop recreational programs for adults and senior citizens	III.B.3.3	2005-2006
4.	Coordinate with private clubs to expand and maintain trail systems that respect the rights of landowners	III.B.3.4	Ongoing
5.	Maintain public water access to Saco River at Skelton Dam	III.B.3.5	Ongoing

Board of Assessors Actions

No.	Initiative	Plan Reference (Chapter, Section, Policy, Strategy)	Time Frame
1.	Discourage development of land in resource protection areas by reducing local tax assessments of undeveloped land in these areas	IV.A.1.3	2005, ongoing

Dayton Historical Society Actions

No.	Initiative	Plan Reference (Chapter, Section, Policy, Strategy)	Time Frame
1.	Identify additional historic sites through use of Town records	IV.B.1.1	2005
2.	Pursue Maine Historic Preservation Commission grant to conduct comprehensive townwide inventory of historic resources	IV.B.1.2	2005
3.	Pursue collaborative effort with Maine Historic Preservation Commission to conduct townwide inventory of archaeological resources	IV.B.1.3	2006
4.	Develop list of veterans' graves in cemeteries	IV.B.1.4	2005
5.	Promote availability of state and federal tax credits for historic preservations	IV.B.2.2	2005, ongoing
6.	Encourage maintenance of privately owned cemeteries	IV.B.2.3	2005, ongoing
7.	Develop map and brochure of historic sites in Dayton and make available to public	IV.B.3.1	2005
8.	Install signage and/or markers at key historic sites	IV.B.3.2	2006-2007
9.	Develop Old Franklin Schoolhouse as local historical museum	IV.B.3.3	2006-2007
10.	Work with Saco Museum and other towns to develop historic tours of the Saco Valley	IV.B.3.4	2005-2006

Emergency Management Director Actions

No.	Initiative	Plan Reference (Chapter, Section, Policy, Strategy)	Time Frame
1.	Identify roads and structures that are at risk for repetitive flood damage and estimate their total dollar value	V.3.2	2005
2.	Seek FEMA pre-disaster funding to enact hazard mitigation measures to protect any key roads or structures from future damage	V.3.3	2006, ongoing

Chapter 7 – Capital Investment Strategy

This chapter outlines capital investments needed to be made by the Town of Dayton, the estimated magnitude of these investments and their proposed time frame. The basis of the Capital Investment Strategy is the Implementation Plan. This chapter simply takes all capital-related items identified in the Implementation Matrix in Chapter 6 and presents more detail for each item. The items listed in this section are displayed in priority order—items needed immediately are shown at the beginning and items needed in the longer-term future are shown at the end.

This Capital Investment Strategy is intended to form the basis for an ongoing five-year Capital Improvements Plan (CIP) process by the Town, as put forth as Implementation step #8 for the Board of Selectmen (Strategy III.B.1.2) in Chapter 6.

The Capital Investment Strategy follows on the next page

Town of Dayton Capital Investment Strategy

No.	Item	Assessment of Need	Time Frame	Est. Cost	Potential Funding Sources
1.	Expand/Replace Town Hall	Definite	2006	\$500,000 to \$1 million	Bonding, state aid
2.	Enact Hazard Mitigation measures in key locations	Definite	2006	Unknown	FEMA pre-disaster funding
3.	Acquire land and/or easements for conservation	Needs further study	2006	Unknown	Land Trusts, impact fees
4.	Acquire land for affordable housing development	Possible	2006-2007	Unknown	Non-profit Developers
5.	Invest in cooperative industrial park	Possible	2006-2007	Unknown	Bonding, state ED funds
6.	Construct paved shoulders along key Town roads	Needs further study	2006-2007	\$100,000 to 200,000	Impact fees
7.	Acquire property and develop Town Park	Definite	2006-2007	\$500,000 to \$1 million	Bonding, impact fees
8.	Install markers/signage at historic sites	Definite	2006-2007	\$10,000	Appropriation, private donations
9.	Develop Old Franklin Schoolhouse as local historical museum	Definite	2006-2007	\$20,000	Appropriation, private donations
10.	Provide local match for South Street improvement project	Possible	2007-2008	\$300,000 to 500,000	Impact fees
11.	Replace Dayton Consolidated School	Needs further study	2008-2009	\$3-4 million	State aid, impact fees, bonding
12.	Establish public water system	Needs further study	2008-2009	\$3-5 million	Bonding, impact fees, state aid

Total Known Anticipated Capital Costs: \$7.4 million to \$11.7 million

Appendices

APPENDIX A: COMPREHENSIVE PLAN MAPS

- Figure 1 – Transportation: Jurisdiction
- Figure 2 – Transportation: Functional Class
- Figure 3 – Transportation: Bicycle/Pedestrian
- Figure 4 – Transportation: Safety
- Figure 5 – Floodplain
- Figure 6 – Aquifers
- Figure 7 – Wetlands
- Figure 8 – Critical Habitat
- Figure 9 – Rare Plant and Animal Habitat (Beginning With Habitat Data)
- Figure 10 – Prime Agricultural Soils
- Figure 11 – Soils Suitable for Septic Disposal
- Figure 12 – Housing Growth, 1996-2003, and 1991 Comp. Plan Growth Areas
- Figure 13 – Current Land Uses
- Figure 14 – Land Uses and Constraints
- Figure 15 – Future Land Use Plan

APPENDIX B: NOTES FROM PUBLIC HEARINGS

- Public Hearing #1: January 27, 2004
- Public Hearing #2: April 27, 2004